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ABSTRACT

This study of rural libraries in Idaho was designed to identify appropriate alternative local revenue sources to support library services as well as ways of improving the coordination and delivery of library services in the state and extending library access to unserved areas. Data were gathered from U.S. Bureau of the Census reports and special local government finance reports; field work conducted with library science instructors and practitioners; visits to both large and small libraries; a survey of 50 state libraries; and an extensive review of the professional literature. Public libraries in Idaho were also surveyed and state legislation affecting libraries was reviewed. Recommendations based on the findings include: (1) tax regulations should be changed to permit more local control over tax revenues for library services; (2) public libraries need to tie their efforts more closely with local and statewide development programs; (3) cooperative arrangements and research sharing should be an integral part of any comprehensive service delivery package for local libraries; (4) a statewide policy assuring a minimum level of service to all should be adopted; (5) libraries should develop plans to market their services in their local communities; and (6) the role of the Idaho State Library should be expanded to heighten the general level of library skills among local library staff. Six appendices include tables of financial data and the results of the survey of state libraries; a review of the literature by Diane Moskow-McKenzie; a report on the survey of state libraries; a description of the Nebraska Information Network; and the questionnaire for the Idaho library survey. (KRN)

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IMPROVING AND EXTENDING RURAL LIBRARY SERVICES IN IDAHO

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FOREWORD

This rural library service study was funded by a rural economic development research grant from the Idaho State Board of Education. The grant was developed in response to the growing awareness in Idaho for the need to improve and extend rural library services. The study focuses on such important library issues as identifying appropriate alternative local revenue sources to support library services, improving the coordination and delivery of library services, and extending library access to unserved areas. In addition to this report, a paper, entitled Financing Rural Library Services: A Comparative Analysis, was prepared for delivery at the Idaho Library Association Annual Conference in Idaho Falls on October 5, 1990. Most of the substance of that paper is included in this report.

Improving and Extending Rural Library Services is one of a series of reports and occasional papers prepared and published by the Public Affairs Program at Boise State University. The Public Affairs Program takes pride in its commitment to applied research and service activities to public officials and agencies. The activities of the Public Affairs Program reflect the nature of the discipline of public administration - a mixture of theory and practice. The Program offers a professional graduate degree in public affairs (Master of Public Administration) and is involved in a wide range of research, training, and consulting services for the public sector.

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I. RURAL LIBRARY SERVICES: EXECUTIVE SUMMARY

FACT:
In the era of the "property tax revolt," expenditures to support local library services in Idaho have been more negatively affected than virtually every other public service in the West. From 1977 to 1988, municipal library expenditures actually decreased in constant dollars by 4 percent. Furthermore, unlike libraries in most other states, Idaho libraries do not have the advantage of state assistance to diversify their revenue structures or the authority to impose alternative forms of taxation.

RECOMMENDATIONS:
*Local option taxes and/or fees should be authorized to give library officials and their constituents the right to determine the appropriate revenue mix for their area. In some areas of the state, the property tax has reached its political and legal limits and is particularly not appropriate in many rural areas with large tracts of land.

*The same simple majority approval required in school district elections should also apply to library district override elections. Both are a part of the educational enterprise and should be treated equally in their ability to budget and certify property tax dollars.

*The current property tax limitation law should be repealed. Local control should be returned to locally elected officials who would still be constrained by current levy rate increases.

FACT:
Economic development is a major goal of state and local policymakers in Idaho and throughout the country.

RECOMMENDATION:
*Public library supporters in Idaho should accelerate their efforts to emphasize the link between economic development and the state's information infrastructure - a major component of which is libraries. There are numerous models in other states where these linkages have or are being formed.

FACT:
Our national survey of state librarians indicates that there is a wide range of experiences in reliance on cooperative agreements for the delivery of rural library services. A significant percentage of the respondents to our Idaho survey indicate that cooperative agreements are not widely used and, where they do exist, they are on a verbal or informal basis.

RECOMMENDATIONS:
*A greater emphasis on cooperative arrangements and resource sharing should be an integral part of any comprehensive service delivery package for Idaho's local libraries.

*The Idaho library community should place greater emphasis upon the potential of sharing and intergovernmental cooperation. Elements of this emphasis could include more training programs and the development of an intergovernmental service agreement manual.

*State assistance should be provided for start-up as well as for ongoing maintenance to support a statewide reciprocal borrowing program.

FACT:
Idaho has one of the highest percentages in the country of citizens unserved by any library or library district. Recent studies range in estimates from 22.8 to 15 percent of Idahoans who are unserved by a library. A 1990 rural Idaho study found that 32 percent of the state's rural residents lack access to public library service.

RECOMMENDATIONS:
*Idaho should adopt a statewide policy of assuring a minimum level of library service for all citizens.

*A one-time state expenditure for the technologies and resources necessary to extend library services should be allocated.

*The role of the Idaho State Library (ISL) in providing consulting services to communities seeking to expand their library services should be continued and expanded. The expertise of the ISL staff could greatly assist citizens in their efforts to organize a library or library district.

FACT:
Idaho's libraries currently make little or no use of community surveys or marketing plans. This vastly reduces the local library's ability to plan for the evolving needs of the community it serves.

RECOMMENDATIONS:
*Idaho libraries should, whenever possible, undertake assessments of community needs (including special user groups such as area businesses).

*Further, Idaho libraries should, with the expertise of the State Library, assist and develop a long-range marketing plan.

FACT:
Relative to many other states, the Idaho State Library plays a less significant role in regard to local libraries. Other state libraries provide more expansive efforts in continuing education, establishing state-wide standards of service, and creating state-wide reciprocal borrowing systems.

RECOMMENDATIONS:
*The Idaho State Library should seek and receive greater levels of state funding to pursue an expanded role for their programs in improving library services.

*Current continuing education programs for local libraries should be maintained and expanded to heighten the general level of library skills among local library staff.

II. RURAL LIBRARY SERVICES: AN OVERVIEW

There is a growing awareness of the need to improve and extend rural library services in Idaho. In 1989, State Senator Jerry Thorne and Representative Janet Hay, Co-Chairs of the Legislature's Education Committees, called for a study of library services and funding problems.

Idaho is among the top states in the percentage of its people who are "unserved" by any library service. According to a 1984 national survey of state librarians (Bowker's American Library Directory), 22.8 percent of Idaho's residents are not served by any library service. There were 10 other states that reported having 10 percent or more of their people who are not served. Only New Mexico and South Dakota had more unserved people than Idaho. Since the publication of this 1984 report, there appears to have been some improvement in reaching the "unserved" in Idaho. But Idaho still remains as one of the "leaders" of those having significant numbers of unserved people, whether the number today is 22.8 or as low as 15 percent. In addition, the Rural Profile of Idaho publication indicates that "nearly 32 percent of Idaho's rural population does not receive..." any library service. The publication also notes that 10 percent of "urban" people do not receive any library service.

There is obviously some correlation between the rural character of a state and the percent of unserved areas. There is no question that Idaho is one of the most rural states in the country, as noted in the Rural Profiles of Idaho publication. The terms "rural" and "urban" are very slippery, however. There is little consensus in the library literature concerning these terms. This lack of uniformity was also exhibited by respondents to our national survey who expressed varying "rural" definitions from designating areas under 25,000 to the Census Bureau's designation of places under 2,500 as being rural. One of the most often cited library service delivery studies, the Illinois State Library Task Force On Rural Library Services, used 10,000 and under as the dividing line.

In the view of the authors of this report, holding to an arbitrary definition of rural in considering the extension and delivery of "rural library services" can be counterproductive. The solution to the problems of the improvement and extension in the delivery of rural library services will necessarily involve all public libraries in Idaho as well as the support of both rural and urban residents. For example, some of the recommendations in this report focus on the need for additional resource sharing which means that "urban" libraries with their more extensive holdings will play a key role in making such recommendations a reality. Furthermore, our recommendation calling for state aid for library services must be supported by all Idaho residents to become a reality. In addition, as noted in the Rural Profile study, not all of the unserved live in rural areas. It can also be stated that even the most "urban" counties in this state also include significant numbers of rural residents. Accordingly, many of Idaho's libraries either include "rural" residents within their jurisdictions or provide extraterritorial services for such rural residents. The key issue here is the extension and improvement of services, not in the "splitting of hairs" over what is urban or rural.

This paper is an effort designed to focus on such important library issues as identifying appropriate alternative local revenue sources to support library services, improving the coordination and delivery of library services, and extending library access to unserved areas. Some of the issues initially identified for this project have also been addressed by the Idaho Library Law Revision Task Force and the Idaho Library Association. Their efforts in drafting and supporting House Bill 494, which is now law, have gone a long way toward dealing with the service delivery issues relating to the coordination and consolidation of library services.

The authors of this report are indebted to a number of people who provided assistance in this project. First of all, we would like to thank Bethann Skamser, MPA Candidate at Boise State University, who helped with the finance chapter. Dr. Charles Bolles and Ann Joslin of the Idaho State Library were always willing to answer questions and provide guidance. Their wise counsel and our discussions with members of the Law Revision Task Force were most helpful to the project. Adrien Taylor, Head Reference Librarian at Boise State University, and ISL Consultant Karen Strege provided valuable insights. The authors would also like to thank Representative Janet Hay and Senator Jerry Thorne who called for the study and Mrs. Irene Tallent whose commitment to rural library service and literacy issues is appreciated.

The data for this report were gathered from many sources. The financial information was primarily taken from the U.S. Bureau of the Census (Census of Governments) as well as from special local government finance reports. Some field work was conducted with library science instructors and practitioners. Several libraries, both large and small, were visited. In addition, Diane Moskow-McKenzie undertook an extensive review of the professional literature relating to service delivery, which is included in Appendix B.

A survey was conducted in the Spring of 1990 with officials of the state libraries throughout the country. Twenty-six of the states fully responded to the survey. Included in the survey were such questions as: (1) what types of revenue sources are used in your state to fund rural library services; (2) what non-property tax solutions have been developed in your state that have significantly lessened your dependence upon the property tax; (3) what is the relationship between local libraries and the state library; (4) what types of cooperative agreements are there among libraries in your state; (5) what types of services are provided in "rural" areas; (6) what efforts are being made to link library services with economic development; and (7) what new communication technologies are utilized to improve the delivery of rural library services. The references in this report to other state libraries are primarily based upon comments by our survey respondents. (See Appendix E for a copy of this survey.)

Another significant aspect of this report was a survey conducted of public libraries in the state of Idaho which focused on the following: revenue sources, role and mission of the library, socio-economic characteristics of the service area, the number of people served, the library's planning process, guidelines for serving outside the library's jurisdictional limits, participation in resource sharing, a marketing plan based upon community needs assessment, organization of networks of information providers, innovative services to rural areas, "free" service issues, and services to special populations. (See Appendix F for a copy of this survey.)

1. Types of Libraries

There are many types of libraries in Idaho: academic, public, school and special libraries. Even though the focus of this report is on public libraries, it is important to understand that library services are delivered in many different ways and that each type of library either is or can play a cooperative role in providing library services to rural areas. Academic libraries support the curricula and research roles of higher educational institutions. School libraries are a part of the elementary and secondary educational institutions. Special libraries are maintained for specialized services such as for a business, governmental agency, or other groups primarily interested in the collection and dissemination of information.

There are three types of public libraries in Idaho: municipal, district, and school/community libraries.

The library district is a form of a special district whose purpose is to provide library services for persons living within the district. Each library district is governed by an elected five member board of trustees which appoints the chief librarian who serves as the district's administrator. For maintenance and operation purposes, the board may certify a property tax levy which shall not exceed .006 percent of the district's assessed valuation. Subject to a two-thirds voter approval, the district may also issue bonds in an amount not to exceed .004 percent of market value for assessment purposes. The board of trustees may contract for library services with any public or private agency maintaining a library. The contracting agency must provide an annual report to the board detailing the manner in which the funds of the district have been spent. Library districts may also provide library services to any taxing unit or public or private agency which agrees to make annual appropriations for such services. Such library services may not exceed three years contract and may automatically be renewed at the end of each three year period (Idaho Code, Section 33-2727).

Municipal libraries are funded by either the city's general fund or by a special library property tax levy. There are 66 municipal libraries in Idaho, which are governed by a board of trustees appointed by the city council. As stated in a 1977 Attorney General's opinion: "a board of library trustees is somewhat independent of the city council, and in particular, the trustees are given exclusive control of the expenditures from the library fund." The powers of the library board are quite similar to those of library districts.

School/community libraries are funded by property tax dollars and governed by the school board which also serves as the board of trustees for the library. Library boundaries are coterminous with school district boundaries. There are only four such organizations in Idaho. The Idaho Library Association is sponsoring legislation in the 1991 session which would create a separate board of trustees for a school community library, and procedures for such a library to join an existing library district or to reorganize as a new library district.

According to a report from the Idaho State Library (Libraries 2000), Idaho's 111 public libraries serve over 860,000 residents with the smallest serving under 100 people and the largest over 126,000. Seventy serve fewer than 5,000, 47 less than 2,500. Library services range from mere reading rooms to full-service libraries with print and non-print media, outreach programs, reference service, and regular programming for children and adults.

2. Idaho Library Research and Reform Efforts

There are a number of groups and individuals who have spent thousands of hours over recent years addressing the challenges of improving and extending service delivery in rural areas. Recent efforts by the Idaho library community have resulted in clarifying many sections of the Idaho library district law which had remained relatively unchanged for 25 years. Despite these efforts, however, there are, as noted in Libraries 2000 report, "remaining impediments" to extending library services to all who are unserved. The two most important impediments are: "large landholders in rural areas (who) object to paying a disproportionate amount of property tax to support a library district, and towns currently without library service do not have the population and tax base to support an adequate city library."

The following discussion highlights some of the contributions and issues these groups are concerned about.

a. Idaho District Law Revision Task Force

Because there were problems with several aspects of the old library district law which had not been systematically reviewed for 25 years, the Idaho State Library sponsored a series of area meetings for district librarians and trustees to discuss the need for legislative initiatives. Based upon these meetings, the State Library convened a Task Force in early 1988 which would identify and reach consensus "on changes to be included in a comprehensive revision of Idaho district library law." The Task Force has been in operation since that time and has been quite successful in obtaining library community and legislative approval of their suggested amendments over the past two years.

The Task Force's first legislative package (House Bill 81) was endorsed by the Idaho Library Association and presented in 1989. H.B. 81 clarified the procedures for the formation of districts, dissolution of districts, and authorized the carry-over of fund balances from one fiscal year to another. It also established recall procedures for library district trustees.

The 1990 legislation (House Bill 494) addressed issues relating to creation, consolidation, and annexation procedures. According to its statement of purpose, House Bill 494 required "that new library districts be large enough to provide adequate library service" and further provided that "existing libraries may join new library districts at their creation. This change will eliminate future expensive consolidation procedures." It also "(p)rovides an option for a 'start-up' fund to operate a new library district for one year." House Bill 494 clarified the annexation procedures and made annexation easier by not requiring an election in both the district and in the area to be annexed. Lastly, it clarified the procedure for the consolidation of two districts and the consolidation of a city and district library. Only an election within the city is necessary if there is a proposed consolidation between the district and the city.

Major pieces of legislation proposed for the 1991 legislative session would do the following:

- * Library Improvement Account - Establishes an account which could receive state appropriations to be administered by the State Library Board. Moneys would be allocated to libraries who demonstrated "a substantial and serious need to have improved library services or a need to expand services to adjacent rural areas."

- * Capital Fund - Authorizes library districts additional levying authority for capital improvements, subject to district voter approval.

- * Plant Facilities - Authorizes library districts to create a plant facilities account and requires an election to approve its funding.

- * Residential Tax - Sets up procedure for the implementation of a property tax alternative - a residential tax - which would be subject to voter approval.

b. Idaho State Library

According to the mission statement of the Idaho State Library, it "exists to promote, improve and deliver library services to people in Idaho." Its stated vision is that "all people in Idaho have easy and timely access to the information they want for education, work and entertainment." It has several key roles as set forth in the Library's "Prospectus". They are as follows:

- * Critical information and library issues are addressed by the State Library.

- * Cooperative projects among libraries to improve services are promoted by the State Library.

- * Coalitions facilitating the public's access to information are supported or delivered by the State Library.

- * Library programs and services implemented at the state level are supported by the State Library.

- * Governmental policies that affect library services are influenced by the State Library.

The Library is governed by four board members: three appointed by the State Board of Education and the fourth is the State Superintendent of Public Instruction who serves in an ex-officio capacity. It has two major divisions. The Library Development Division offers consulting services, federal grant administration (LSCA), continuing education, statewide planning and referral services." The Information Services Division "provides reference services, a collection of library materials, and interlibrary loan service to state government personnel and to the public libraries of the state." The Blind and Physically Handicapped Services is administered by the Library in cooperation with the National Library Service.

c. American Association of University Women

The Idaho Division of the American Association of University Women has been involved in a "Rural Library Project" which is concerned about literacy and the availability and affordability of library services to rural areas. Two surveys have been completed under this project relating to literacy and the numbers who are unserved in Idaho and throughout the nation. The Project has also focused on the appropriateness of the property tax as the single most important source of local revenue, particularly in rural areas with sparsely and scattered populations.

III. FINANCING RURAL LIBRARY SERVICES: A COMPARATIVE ANALYSIS

The financing of local libraries is similar to other types of local government finance. In Idaho and in many other parts of the country, there are three major categories of revenue sources for local governments: (1) property taxes; (2) intergovernmental revenues - state and federal assistance; and (3) fees, service charges, and miscellaneous sources.

For most of the nation's local governments, each one of these revenue categories is significant. In many jurisdictions, particularly in library districts, however, the property tax is often the major source of local revenue. Typically, local revenues comprise the bulk of local library budgets with varying degrees of dependence on state assistance and other miscellaneous moneys.

1. The Property Tax Limitation and Library Funding

Because of the importance of the property tax to local library services, it is necessary to review the recent history of the "one percent" initiative in Idaho and the series of law passed in the wake of the initiative that have significantly limited the local revenue raising ability for libraries and other local units of government. An understanding of this history will help explain Idaho's ranking among the western states in library funding.

The year 1978 was a watershed year in the history of local government finances - Idaho's voters approved the so-called "one percent" initiative. The intent of the initiative was to limit, if not reduce, property taxes. It was a virtual carbon copy of California's famous Proposition 13, with one important and fundamental difference - Idaho's initiative was statutory, whereas, California's was a constitutional amendment. Because the "one percent" was perceived by a majority of the state legislators as not fitting within Idaho's constitutional framework, the 1979 Legislature, in effect, set aside most of the initiative provisions by enacting legislation that superseded the initiative. Idaho lawmakers over the following years passed a series of bills intended to limit property tax increases in local government budgets. The Section of the Idaho Code most affected by these changes has been Section 63-2220. It is this Section that embodies most of the elements of Idaho's "property tax limitation law," not Section 63-923, the "one percent" initiative which is rarely referenced and largely ignored.

The two current types of property tax limitations affecting libraries and other local taxing districts are: (a) 5 percent budget limitation and (b) 5 percent levy limitation. Since 1981, local taxing districts have been authorized to increase the "operating" portion of their property tax budgets by up to 5 percent annually. The "operating budget", which is subject to the limitation, funds most of the local library expenditures. Funds which are not part of the "operating budget," however, are exempt from the "property tax limitation law." For libraries, these funds could include overrides, court ordered judgments, tort liability, bond redemption, and warrant redemption. The rationale for exempting these levies from the limitation is that there are certain "fixed costs" which local governments incur as the result of such expenses beyond their control as, liability insurance premiums, court orders, vote of the people (overrides), etc.

In 1986, the Idaho Legislature gave local governments the authority to fully receive the revenues generated by taxing properties gained through new growth and also to increase "operating budget" levies by up to 5 percent over the previous years' levies. This option is known as the "growth provision," and may be used by taxing districts who experience growth in their tax bases due to new construction, reappraisal, or annexations. To date, not many local governments have been able to take advantage of this increased levying authority, particularly those in the rural areas of the state. (For more information concerning the law and the levying or certification options, see "The Proposed Valbois Resort: Projected Revenue Impacts," Dr. James B. Weatherby, Weatherby & Associates, Inc., in the Supplement to the Valbois Draft Environmental Impact Statement, U. S. Forest Service, June, 1989.)

2. Property Tax Revolt: 10 Year Comparisons

The negative impacts of the property tax limitation laws passed in the wake of the "one percent" initiative have been blamed for the dilution and/or reduction of local services in Idaho. Similar measures in other states that were affected by the "property tax revolt" of the late 1970's and early 1980's have also wreaked havoc with the maintenance and/or extension of local services. During the past decade, libraries in certain western states that have been affected by the "property tax revolt" have suffered greatly, particularly in those areas of major population growth and inflation. An official with the California State Library wrote in response to our survey that "our Proposition 13 cap on local taxes has led to a serious decline in public services in many areas..." This comment is representative of comments from other survey respondents.

The tables, in Appendix A, illustrate the property tax revolt's impact upon local revenue and expenditure patterns among the western states. The western states most affected by the "revolt" have been the states of California, Nevada, and Idaho. Each approved and implemented a major property tax limitation measure in the late 70's and early 80's. As indicated in the tables, most of the data have been gathered from the US Census Bureau's, Census of Governments publications. Depending upon available data, ten or twelve year comparisons are utilized to indicate the impact of the limitations in these states and how they compare with other states in the West that did not experience such major property tax limitations. Tables 1 and 2 indicate the gross expenditure numbers for that period. These two tables do not tell as much about the relative impacts upon California and Nevada's library expenditures as they do upon Idaho's expenditures. Note in comparing Tables 1 and 2 that in a ten year period, Idaho drops from 7th to 10th, next to last, among the 11 western states in the total amount of expenditures for local library services.

Tables 3 and 4 show that in FY 1976-77, prior to the "revolt" Nevada, California, and Idaho were ranked first, second, and fourth respectively in per capita expenditures for local library services. However, in 1986-87, each of these state's ranking dropped substantially. Nevada slipped from first to fourth and California from second to fifth. Clearly, the most notable was Idaho's slide from fourth in FY 77 to 10th in FY 87. Again, the impacts of the property tax limitation measures have to be considered as major factors in contributing to this decline. Idaho's drop was noticeably greater because, unlike California and Nevada, state aid was not made available for local library services to help soften the blow of the property tax limitation measures.

Library services in Idaho, as in the rest of the nation, are delivered by several types of local governments. Some are multi-jurisdictional, others are operated by general purpose governments (city or county), have a close relationship with such governments, or operate independently as a special purpose district.

Idaho's reliance upon special districts to provide a significant portion of its library service is rather distinctive in the United States. Idaho ranks 7th nationally in the number of library districts in the state (that is, Idaho has 47 of the 830 library districts in the U.S.). Of the 11 western states, Idaho has 47 of the 107 library districts in the West. In 1986, only 3 of the other western states had even reported having library districts. They were: California - 36; Nevada - 4; and Washington - 20.

Table 5 gives a breakout showing the percentage contribution of resources that each type of local government makes to library services. Reliance upon municipal funds is highest in Arizona and New Mexico (96% and 93% respectively). Idaho libraries, with 65 percent of library resources coming from municipalities, is tied with Colorado. On the other end of the spectrum, Nevada has only limited municipal support (6 percent) and Wyoming has no municipal participation. County funding is virtually the only revenue source for libraries in Wyoming. Expenditures by library districts are particularly significant as a percentage of total local library expenditures in Nevada (63.3%), Washington (56.6%), and in Idaho (34.6%). A cursory reading of this data does not indicate any significant correlation between types of service delivery structures and the percent of citizens unserved by any library. But the possibility that some relationship exists is worthy of further consideration.

Since city budgets are a major factor in funding local library services in Idaho (65% of total library resources), it is interesting to analyze the relative percentage expenditure increases over recent years of several major municipal services: highways, police, fire, and libraries. Tables 6 and 7 show that, along with Montana, Idaho municipal financing increases lagged far behind the rest of the western states. Nevada and Wyoming are not included in Tables 6 and 7 because municipal contributions are not significant sources of revenue in those states. It is significant that Idaho municipal expenditures for libraries had the lowest percentage increase of all the municipal expenditures shown. The graph in Table 8, which focuses only on the percent change in library expenditures for the western states, illustrates the gap between Idaho and the other western states even more dramatically. Overall, expenditure level increases for the selected municipal expenditures in Idaho lag behind neighboring states, in most cases, by 100 percent or more! Table 9 displays local library expenditure figures in constant dollars, that is, figures adjusted for inflation, for the period from 1977 to 1987. In this Table, percentage increases range from 35 to 65 percent except for Idaho and Montana, where there were no percentage increases. Funding in Idaho and Montana decreased by 4 and 6.5 percent, respectively.

3. State Aid

Although it is not a major source nationally, state assistance is a significant portion of library budgets in many states. According to a 1986 report of the American Library Association (See Appendix B), Idaho ranked 45th in state aid for library services. Such a ranking is somewhat misleading, when in fact Idaho and at least four other states should share in a last place designation. In other words, Idaho and at least four other states do not provide state assistance to their local libraries. The only state assistance reported to the American Library Association for Idaho relates to aid to individuals in certain state institutions, not to local libraries.

Some argue that it should be a matter of state policy that library services be made available to every citizen and that the extension of services to remote, unserved areas should be funded out of broad based taxes, or, what is typically meant, out of the state's general fund. Similar to many education funding schemes, such a financing scheme addresses the differences among communities with respect to tax base and other resources and should make services universal throughout the state. Some of the complications arising from the use of state revenues to fund library services are discussed in the section on "Extending Library Services."

Such an ideal system, however, is not universally available throughout the country. Table 10 displays the revenue sources noted by the respondents to the national survey. Although the property tax is the most frequently reported revenue source (24 out of 26 states), state aid is mentioned by 10 states. Gifts and endowments are also frequently mentioned by respondent states (22 of 26). A wide variety of revenue sources were mentioned by states in a separate, open-ended question regarding the property tax revenue sources for libraries including utility taxes, timber taxes, lottery revenues, county income taxes, Homestead Act funds, and mobile home taxes (See Appendix E for the text of the survey).

While not exhaustive, the following is a discussion of the varying patterns of state assistance within the nation as described by several of the respondents to the national survey.

In Kansas, grants-in-aid to public libraries and library systems account for approximately 5 percent of all library funding. The funding source is primarily the state income tax. Revenues from the state lottery, "Economic Development Improvement Fund," may be used to fund library services which support economic development.

Several libraries in Maine have rather large endowments which generate considerable support, but the property tax is the primary source. There is some state support - 23 cents per capita, plus a very modest stipend for the purchase of books.

California has a direct state aid to libraries program that could provide a maximum of 10 percent of the local library budget. It has high maintenance-of-effort provisions that some libraries cannot meet, and it has never been funded at more than 50 percent of the authorization.

In New Mexico, state funds are used to provide "books-by-mail" services statewide. In Oregon, state library development "per capita" grants from the state general fund are allocated to libraries on a 16 cent per capita basis.

Tennessee reports implementation of one of their State Library's strategic planning goals, which calls for the funding of:

"local governments financially unable to support their public libraries at levels specified in the Minimum Standards for Tennessee Public Libraries who will be eligible for certain financial assistance from the Tennessee State Library and Archives in order to bring library services and resources up to minimal standards."

In Nebraska, state aid to public libraries is used as a means of supplementing local revenues. Revenues from state income and sales taxes are used to equalize the income levels for public libraries. Nebraska adopted a strategic plan in 1989 which included the following goals and objectives (see Appendix D for the full text of the Nebraska plan):

> Goal: develop improved local funding for public library services in all areas of the state.
>
> The objectives to support this goal include support for projects to provide accredited service through the expansion or merger of existing systems or the creation of new libraries; assist libraries in the improvement of their funding and services through the accreditation program; involve local libraries in the public library planning process; and undertake review of statutes that might limit service provision and funding alternatives.
>
> Goal: obtain additional state and federal funding for library commission programs.
>
> The objective is to provide increased state and federal funds for accredited public libraries and multitype library cooperation.

4. Alternative Revenue Sources

Given their limited tax bases, libraries are in constant need of alternative revenue sources. Library funding is somewhat unique in this area, however. Funding sources are necessarily limited because of the nature of the services they provide. As in Idaho and some other states, state law and/or constitution requires that services be provided on a "free" basis. Such provisions essentially preclude libraries from following the general trend in local government finance today. That trend is toward the creation and imposition of non-tax revenues - user fees, service charges, etc. Unfortunately, for libraries, most of these "new" revenue sources are not appropriate or at least have not been legally authorized by state law or constitution. The section on "Extending Library Services" will discuss the potential for a new revenue source for Idaho libraries: the household fee or tax. As discussed above, this new revenue source would require legislative authorization. The following discussion highlights information gathered from the National survey from states who have had some experience with alternative revenue sources for libraries.

In Wyoming, county local option sales tax authority has been utilized in one county which routinely earmarks funds of approximately $100,000 per year for the library system. This amount is 10 percent of the library's total budget. In Wyoming, counties virtually have total responsibility for library services.

Public libraries in Ohio have statutory authority to levy additional operating property tax levies through their taxing authority (ORC 5705.23). Thirty-nine out of 250 public library systems have passed an operating levy and are receiving income from this source in addition to monies from the state income tax revenue.

During the 1980's, Indiana struggled with the problem of dependence on property taxes. Two versions of an income tax have been passed which counties may choose to adopt. The first is called county adjusted gross income tax (CAGIT). CAGIT revenue is distributed to local taxing units such as libraries mainly as replacement dollars for property tax revenue. The other tax, county option income tax (COIT), raises additional funds which can be used to increase local budgets. Property taxes now make up 71 percent of local operating income and county income taxes, 8.6 percent.

Most county libraries in Florida use a portion of the local sales tax to support library services as well growth impact fees. In this high growth state new residents are assessed an impact fee in some localities in order to pay for connecting them to local services (i.e., water, sewer, parks and recreation, and libraries).

In Oklahoma, library support is part of municipal budgets, much of which is supported by local option sales taxes, supplemented by fees and operation of utilities in some cities.

Given the variety of state sources available to libraries in other states, policymakers in Idaho would be well advised to investigate further the potential uses of state aid for rural libraries. They also may want to compare proposals and strategies with public library groups in other states that have the same needs as Idaho.

5. Policy Recommendations: Financing

1. Economic development is a major goal of policymakers at both the state and local level of governments. Supporters of public libraries in Idaho should continue to emphasize the link between economic development and libraries. The library community in Idaho should look to other states who have or are working on forging these linkages. For example, in Ohio this fall there will be a statewide conference whose themes will be combining community and economic development with library and information services. The intent is to provide a means for these two community elements to share their thoughts and concerns as a way of determining how one impacts on the other and what steps need to be taken to aid in increasing the effectiveness of both. In 1988, the Indiana State Library Advisory Council formed an ad hoc committee called Libraries and Business Development Committee to promote relationships between library service and economic development. In Oklahoma, the state has offered economic development grants to local libraries for the past several years. In Maryland, the role of the library in economic development is the primary theme of the Governor's Conference on Libraries this year. A follow-up Conference is planned in 1992. At this Conference, economists, business leaders, information specialists, and librarians will attempt to develop a framework for a State Policy on Information and a clear identification of the information needs of business for future economic development of the state and a plan for libraries to meet those needs. In Oregon, the Economic Information Network established by the state library focuses attention on the ability of public libraries to respond to economic development questions. The network promoted the idea of answering economic development questions through the shared resources of many library collections and the expertise of persons from all over the state.

2. Local option taxes and/or fees should be authorized to give library and other local officials and their constituents the right to determine the appropriate revenue mix for their area. In some areas of the state, the property tax has reached its political and legal limits and is particularly not appropriate in rural areas with large tracts of land. The household fees implemented in Bonneville County for library purposes and Kootenai County for solid waste disposal should be investigated to determine how easily such systems might be implemented in other parts of the state for local library support. Kootenai County's experience might be instructive in that the Idaho Supreme Court recently upheld its constitutionality. Specific statutory authority apparently will be required to impose such a fee or any other comparable fees or taxes, even though Bonneville County has a household fee for library services in place based upon statutory authority not available to library districts.

3. The same majority approval requirement, simple majority, should be required of library override elections as it is in school district levy override elections. Both are a part of the educational enterprise and should be treated equally in their ability to budget and certify property tax dollars. Currently, public schools have a somewhat unfair advantage over all other local taxing districts in the state of Idaho in that they only need a simple majority of those voting in order to approve an override. All other taxing districts which also share in this same revenue source are required to amass a hefty two-thirds majority approval before they are granted relief from the property tax limitation law.

4. In order to provide basic service levels throughout the state of Idaho and to fund the purchase of the new technologies that may be required to extend services to remote and unserved areas, revenues should be allocated from the state general account to meet this most pressing statewide need. Or, alternatively, the State of Idaho could take the lead from other states and allocate a portion of lottery proceeds to help fund this significant extension and improvement of rural services.

5. The current property tax limitation law should be repealed. Local control should be returned to locally elected officials. There should be no doubt why Idaho's cities and counties were ranked last in local discretionary authority among all of the cities and counties in the country by the U.S. Advisory Commission on Intergovernmental Relations. The presence of this major limit on their local revenue raising ability clearly was a major factor in their low rating and it has been a factor in showing such low levels of revenue and expenditure patterns among local libraries in Idaho.

IV. INCREASING COORDINATION: COOPERATIVE AGREEMENTS AND RESOURCE SHARING

Increased resource sharing and other cooperative agreement techniques are essential components to extending and improving rural library services. As discussed previously, information networks and new technologies extend and improve services to rural areas that otherwise would not be available. Cooperative agreements that include interlibrary loan programs help strengthen rural libraries, as do reciprocal borrowing privileges which allow non-residents the same access as resident users. As reviewed in the introduction to this report, automation, continuing education for library staff, extension services, shared facilities and personnel costs are among the important elements of effective cooperative programs in Idaho and throughout the nation. All of these efforts help stretch the information infrastructure resources, especially to remote and rural areas.

Coordination and cooperation cannot bridge all of the information gaps that exist in rural Idaho. Shared resources and consolidation of functions are often dependent upon geography, personalities, traditions and other factors which either help or hinder the effectiveness of cooperative efforts. But, nevertheless, cooperation is an effective tool in the bundle of resources that could benefit rural Idaho, one whose potential will be explored in this chapter.

1. Cooperative Agreements: Highlights from the National Survey

We found in our national survey that our 26 respondent states reported a wide range of experiences in reliance on cooperative agreements for the delivery of rural services. Table 11 displays the nature of the cooperative agreements reported by our respondent states. As the results indicate, in some states formal cooperative agreements help insure the extension of quality services, while other states have few cooperative relationships, and those that do exist are based upon informal understandings. The wide variety of agreements and arrangements exhibit the diverse ways in which library services are delivered, as well as the variety of state statutory options available to libraries. The following discussion will highlight some of the more significant findings from our national and Idaho surveys in more detail.

2. State Led Cooperative Agreements

Most Indiana libraries participate in a statewide reciprocal borrowing program. The Indiana State Library administers the program which is funded in part by LSCA grants. In addition, contractual agreements have been used to fund the joint purchasing of automation systems. There are also "area library service authorities," based on regional memberships, which offer all types of membership services. All of these efforts "have improved library services in Indiana" according to a state library official.

In Ohio, 90 percent of the libraries are members of regionally developed cooperatives. In addition to these cooperatives, state law allows a variety of other efforts whether for a specific service, like shared automated catalog systems, or for "a variety of service and program functions". According to the Ohio State Library, "(s)ince these agreements are formalized through legally binding contracts, they are effective. In the initial stages, all parties clarify their needs and objectives for the contract requirements. Everyone then knows what can be expected of everyone else."

In Nebraska, contracting to extend services beyond jurisdictional limits is a widely used and accepted practice. The Nebraska State Library encourages this type of arrangement as opposed to starting new libraries, or even in place of two small existing libraries.

3. Regional Cooperation Among Libraries

Oregon has two types of libraries: consolidated county systems and cooperative library systems. Consolidated systems are those in which services are provided by two or more libraries who agree on a single administering agency. The cooperative systems involve two or more autonomous libraries who agree to provide library services to an entire region, which, in most cases, means an entire county. The primary funding for the cooperatives is the property tax. This is a problem for a state that, in November of 1990, passed a constitutional amendment (Measure 5) which mandates major rollbacks in property tax levies. The future of these cooperatives is uncertain given their reliance on serial property tax levies which require periodic voter approval.

In cooperative systems property tax revenues are shared among the participating jurisdictions on an equalization basis and/or on a reimbursement basis for serving non-residents. One unfortunate aspect of this arrangement is that rather than serving as an incentive to increased tax effort, many localities substitute these "shared" funds for local moneys historically budgeted for library use.

The most effective cooperative library systems in Oregon are adequately funded, have a citizen board which reports to the local government unit (administering agency), have a librarian's group which meets to make recommendations on issues to the citizen board, and have written agreements, planning documents, etc. As to the success of these sharing relationships and the services provided, it was noted that "Oregon's interlibrary loan statistics are soaring, in large part due to the automated system installed by cooperatives which facilitate resource sharing."

In South Carolina, there are four regional libraries which were established by contract. Even though these agreements appear to provide services on a cost effective basis, funding disparities have limited their effectiveness, according to the survey respondent. Despite contract arrangements which mandate equal financial participation, "this has not always worked out in practice," according to a South Carolina library official. In addition, she said that, "there have been occasions when the county providing the lowest level of support set the level for the region. It is a situation with which we continue to struggle."

In Maryland the library system has enjoyed a strong tradition of cooperative arrangements. Several decades ago all of Maryland's county libraries contracted with every other public library in the state to create a reciprocal borrowing program. This program allows each resident of the state to register in any of Maryland's public libraries at no charge. Books may be returned to any library. Overdue fines are retained by the receiving library regardless of the source of the materials or the residency of the borrowers. In general these arrangements are judged so effective by library officials that one official said, that "No one in Maryland could imagine living without these agreements. It all balances out and the patrons win."

Kansas law sets forth a regional cooperative system for libraries; other arrangements are basically informal. Both forms are reported to be fairly effective, though it was noted that "(o)ngoing management and negotiation is necessary to maintain all programs."

Mississippi began establishing cooperative agreements in the 1950's. The vast majority of these agreements have remained intact. According to a State Library staffer, "(e)ffectiveness of agreements depends upon local conditions, such as terms of the contract, local funding and the benefits of the types of services provided in the agreement."

4. States with informal agreements or little cooperation

West Virginia has adopted a plan whereby libraries who do not have professional librarians are "'affiliated' with a strong regional or service center library."

In New Hampshire, home rule is so highly valued that one staffer maintains that "binding contracts would be impossible...(but) 'Gentlemen's Agreements' work very well, and are supported by librarians and trustees."

In Wyoming there is little inter-library cooperation even though the State Library plays a strong role in the delivery of many library services. In South Dakota, the State Library representative made a telling comment about effectiveness of such agreements. He reported that these arrangements "are working with varying degrees of success" but he further noted that "combining two weak libraries with inadequate funding still equals a weak library with inadequate funding." Formal contracting among libraries in Utah is rare, though "informal cooperative activities are common..."

5. Cooperative Agreements: The Idaho Experience

Results from the Idaho survey indicate that there are a variety of examples of cooperation. But there is a significant number (43%) of the survey respondents who either said that they did not have any cooperative arrangements or did not respond to the question. The following are representative of the types of cooperation reported in Idaho:

a) formal reciprocal borrowing agreements.

b) inter-library loan services.

c) a mutual honoring of each others library cards.

d) participation in the Idaho library video circuit.

e) contracts include the sharing of facilities and personnel.

f) membership in the Cooperation Information Network, a consortium providing automation services to libraries.

Many of the sharing arrangements that do exist appear to be of a verbal or informal nature. Formal contracting appears to be rare. There are several libraries that have reciprocal borrowing agreements with one of the most notable being the "CLSI" group which links the Boise Public, Caldwell Public, Nampa Public, and Twin Falls Public Libraries. In Northern Idaho, the VALNet, a Northern Idaho network of libraries, ties the LCSC Library with NezPerce County Library, Asotin County (Washington), Lewiston City Library, Lewiston School District, Walla Walla Community College (Washington) and others. The Moscow-Latah County libraries have an agreement with NezPerce, Whitman (Washington), and Benewah Counties. The Ada County Free Library District is another example of a group of libraries working together to strengthen their service delivery. Many of the libraries in Idaho are also members of the Western Library Network. This inter-library loan service provides quick access to four hundred library collections in libraries throughout Idaho and the Northwest.

Cooperation: An Assessment

There are several good cooperative models in Idaho which could be transferred to other parts of the state - VALnet and the "CLSI" group, for instance. Consideration should also be given to a number of the out of state examples cited in this chapter. In examining the experiences set forth in this chapter, the following observations could be useful for the development of further cooperation and coordination in Idaho:

a) State funding can be used as a base to create and maintain a statewide system of reciprocal borrowing. Without such a "safety net," it is doubtful that many libraries would participate in a reciprocal program that has certain risks, such as the loss of holdings and revenues. This is especially true for the stronger partners in an arrangement, in that they are providing more resources than they are receiving.

b) Though it was not mentioned often, there was indication by survey respondents that joint purchasing of computer hardware and other major capital outlay items has worked successfully among rural libraries. This option should be further investigated by Idaho libraries.

c) The state library representative from North Dakota emphasized the importance of both satisfactory funding arrangements and compatible personalities to the success of a cooperative activity. The observation is well taken and it raises a very important question: How can favorable funding arrangements and individual personality mixes be cemented in a long lasting relationship, one that will survive the change in personalities and the ebb and flow of favorable revenue conditions? One important way of helping to ensure an institutionalization of cooperative arrangements is to formalize them into binding, contractual agreements. This should include agreement up front regarding the expectations of each party about the creation of the partnership, as well as agreement about maintaining it over time.

d) The South Carolina respondent noted that too many times in cooperative arrangements it is the participant who contributes the least that sets the norm for the entire group. Successful partnerships need parties who will look to the higher objective of serving a community or regional interest rather than the narrow concerns of its own turf.

e) Strong traditions of cooperative agreements provide a successful environment for the nurturing of even more cooperation. As with success, cooperation begets cooperation. It's unfortunate that more states cannot join the Maryland official who said that cooperation, "...is so popular that no one in Maryland could imagine living without these agreements." His concluding comment is instructive - these agreements, "all balance out and the patrons win." We recommend that Idaho begin to foster more cooperation among libraries, and commend those units who have formed their own interlibrary agreements, in order to establish its own strong cooperative tradition.

f) In sharing efforts, the whole should be greater than its individual parts. A collection of weak library units do not necessarily add up to a strong partnership. The comment from South Dakota is to the point: "combining two weak libraries with inadequate funding still equals a weak library with inadequate funding." Cooperation is an important tool but it should not be oversold. It is no panacea. It cannot bridge all of the information gaps that exist in rural America, especially if adequate resources are not forthcoming.

g) Do not let the concern for local control deteriorate into "loco" control. Local autonomy is important in our American tradition, but there are times when the need to facilitate the delivery of important services requires the sacrifice of some degree of discretionary authority. The comment from New Hampshire that, "...local autonomy is of such philosophical importance, binding contracts would be impossible" is troubling, because it may reflect predominant attitudes in Idaho and in other states that have not strongly supported cooperative agreements to date.

Policy Recommendations: Improving Cooperation in Idaho

1. Idaho's state and local policymakers should recognize that cooperation agreements and other forms of sharing must be an integral part of any successful comprehensive service package to rural Idaho. There may be a need for more library districts or greater degrees of consolidation, but sometimes in their place, as pointed in the survey response from Nebraska, there can be greater cooperation and coordination without the need for any sweeping structural changes.

2. In the excellent continuing education programs initiated by the State Library and the workshops at the Annual Conference of the Idaho Library Association, more emphasis should be placed on successful intergovernmental cooperation and sharing experiences either in Idaho or around the country. To encourage cooperation, a manual could be developed that would provide a step-by-step guide to help insure successful relationships and enduring arrangements.

3. A statewide reciprocal borrowing plan will require some start-up monies as well as some funding to maintain it. The fiscal impact of such a funding program must be investigated. The state of Pennsylvania has already made such a study and found that a state reimbursement would cost approximately 80 cents per book.

V. IMPROVING RURAL LIBRARY SERVICES

There are many ways in which rural library services may be improved. This section will focus on only a few, including: increasing the opportunities for librarian continuing education; utilizing marketing plans and needs assessments; expanding the mission statements of local libraries; building on existing information and organization networks in communities; and utilizing new communication technologies to improve service. Each of these options will be discussed briefly, and when appropriate, a review of the Idaho and national surveys of libraries will be provided.

Enhancing the training of rural librarians is one way in which rural library services can be improved. Dr. Bernard Vavrek, a recognized expert on rural libraries, contends that one of the major problems in rural libraries is the lack of academically prepared librarians. In his study, about 50 percent of rural librarians held B.A. or M.A. degrees in library science. According to data from the Idaho State Library, that percentage is much smaller in Idaho. It is doubtful whether any other institution in our society depends upon the untrained staff member as do rural public libraries. Through continuing education workshops, library staff without formal library science training can learn skills necessary for efficient basic library organization and circulation. A further use of continuing education workshops is to train rural library staff to utilize the newly available communication technologies that allow small libraries with limited holdings to access information from larger collections. These technologies will be discussed in more detail below.

In many states, the State Library takes the initiative for ensuring that continuing education programs are offered to local library staffs. The results of the national survey question regarding state library services are summarized in Table 12. One can see that 16 of the 26 state libraries provide consulting services to local libraries, and 10 state libraries reported providing continuing education. In 5 of the respondent states, the State Library has further powers to establish standards regarding the training of librarians.

Like these other states mentioned above, the Idaho State Library also provides state-wide continuing education programs for the local librarians. A further service provided by the Idaho State Library is the placement of field offices in northern, eastern, and southwestern Idaho available for consulting as well. Representatives from the ISL report that the continuing education initiatives they have undertaken seem successful, in that the level of questions that local library staffs bring to the field consultants has increased significantly as these staffs master the basics through the workshops and courses.

Local libraries can improve services to their community through effective planning. One type of planning undertaken by many libraries, as mentioned in the introduction to this report, is a marketing plan. A marketing plan allows a library to reach more members of the community. Many librarians fail to see the "invisible patron," or person who does not utilize the library because current services are not in line with their interests. In order to provide what is truly a community service, a library must undertake to learn what all sectors of that community might like to find at the library. The Idaho library survey asked local libraries to indicate whether or not they had a marketing plan, and if so, was it based on a needs assessment, analysis of current services, or rooted in a commitment to public relations (not mutually exclusive choices). Table 13 summarizes the responses of Idaho libraries to these questions. Only 13 Idaho libraries reported having a marketing plan, while 60 had no plan at all (the remaining 7 made no response). Of the 13 libraries who had a marketing plan, 9 had conducted a community needs assessment. Seven of the 13 libraries reported having conducted an analysis of current services, and 8 of the respondents indicated that they had a commitment to Public Relations. Clearly, the vast majority of Idaho libraries have not undertaken this type of planning (note that 60 of the 80 respondents had not done any type of planning or needs assessments). Once again, this is an example of the kind of gap in Idaho library services that is most likely rooted in a lack of resources, particularly moneys for library education and planning.

The mission statement of a library outlines the types of programs and patrons that the library intends to serve. Many libraries are beginning to expand their mission to include such nontraditional purposes as improving economic development opportunities. These changes revolve around expansions of the role of the library, expansions that depart from the limited concept of the library from a "reading room for children" to one of a dynamic and essential information hub of a community.

The Idaho survey of libraries asked respondents to describe their mission statement. In general, Idaho libraries indicated very traditional conceptions of their mission. Most respondents mentioned a need to fulfill the informational and recreational reading needs of their communities. Several Idaho respondents also mentioned the desire to encourage a love of reading among both children and adults. A few others mentioned adult literacy as a goal. There was some evidence of a newer direction among some Idaho libraries. A handful of the eighty respondents mentioned activities such as cooperative efforts with other libraries to reach particular groups in their communities such as business and industry. There is a legitimate question regarding the expansion and changing of a rural library's mission statement to new and innovative tasks in an environment in which they often struggle to provide the traditional services. It should be remembered that

Idaho has one of the highest percentages of unserved citizens. A balance must be sought that allows innovation at the same time that some minimum of services are extended to all.

An additional avenue to improving rural library services is by building upon existing community information networks and organizations. The potential role that existing organizations like cooperative extension could play in improving and extending library services is significant. These two traditional information providers could potentially hook-up to encourage better outreach to rural residents. At this point, however, very few Idaho libraries mentioned cooperative extension as a potential networking partner. Aside from cooperative extension, only the Chamber of Commerce was mentioned by the respondents. Overall, the number of libraries reporting any contact with any other organizations was very low (under 10). Libraries across the nation have been examining developing a relationship with these organizations in one form or another. One library, for example, reported having done a survey of the business community to determine the information needs which the library might provide.

The potential of a working relationship with the business community relates to the previously mentioned issue of the library and economic development. Many look to this as an important future role of the library. As mentioned previously, many rural communities face challenges with changing economies and changing demands on the workforce. The library can help to meet those changing skill needs as well as provide valuable resources to the business and government community. Table 14 provides a summary of the National survey respondents who reported use of economic development efforts in their state's libraries. The most frequently reported effort in the area of economic development was the establishment of study and working groups that addressed how this connection between libraries and business could be established (5 of the 26 responding states reported this activity). The next frequently mentioned activities were: workshops on relating libraries to economic development; holding state-wide conferences on this issue; establishing economic development networks; and providing grants to libraries for economic development efforts (see Table 14).

A final way to improve services to rural libraries is through the use of new communication technologies. A personal computer and a modem can now allow access to library collections all across the nation through interlibrary loan programs. Other innovations such as CD-ROM Laser disks do not require a live telephone line (and hence the cost), but still allow libraries to access larger holdings. The use of these communication technologies by the national respondents to the library survey are summarized in Table 15. The most frequently mentioned communication technology is the use of FAX machines. Twelve states reported this technique. Free telephone lines to access interlibrary loan (ILL) information and reference services was the second most frequently used technology (10 states mentioned this). Many of the other technologies also involve the linking of distant facilities with other libraries, and hence their holdings. Clearly, the effective use of this type of technology could allow rural libraries to provide services as if they had the resources and collections of a larger urban facility.

This raises an interesting dilemma regarding the use of these communications technologies in Idaho. The survey of Idaho libraries asked them to identify the communication technologies that they utilized to deliver rural library services. Very few libraries reported the use of ANY technologies. The most frequently noted technology was that of video collections, with 8 libraries mentioning this resource (see Table 16). Other technologies mentioned included membership in the Western Library Network (7); electronic mail for ILL (4); and membership in VALNet (3), which is a Lewiston/Grangeville area network of libraries. The dilemma arises from the fact that the State Library reports that over 50 personal computers with modems have been distributed to libraries across the state, yet very few identified the equipment that they have been given as a way to improve rural library services. Also, there are 60 members of the WLN in Idaho but only 7 reported such an arrangement on the survey. Resources could be a factor here once again, the cost of telephoning a data base may be prohibitive. The problem may also be one of a lack of training among the library staff. The most advanced equipment in the world, is, after all, useless if no-one knows how to operate it. At the least the survey responses seem to indicate a lack of awareness regarding the potential uses of communication technologies currently available. Another explanation could be that modems are not used very much because telephone costs and the hourly rate of data bases to which libraries might connect may be perceived to be too high.

Policy Recommendations: Improving Services

Several recommendations may be ventured from the above discussion of improving rural library services. First, the role of the State Library in training and consulting should be continued and strengthened. The superior resources and professional training of State Library staff can help to raise state-wide standards of service through the outreach programs described. In order to do this, greater levels of state support in resources will be needed. The State Library could also play a role in the coordination of the many missions of the libraries in Idaho. Although, as local units of government, libraries can define their own missions, the State Library can facilitate the incorporation of state-wide goals regarding the direction of library services in Idaho. If there is movement toward state-wide library borrowing and access to all collections in Idaho for all libraries, then greater coordination becomes even more important. A final recommendation is that the potential for productive working relationships between local libraries and cooperative extension be explored. This would allow critical information sources to join together to assess community needs and provide needed assistance. If concerns about "turf" and traditional spheres of control can be negotiated, this partnership may prove invaluable in improving rural library and information service delivery.

VI. EXTENDING LIBRARY SERVICES

Many states face the challenge of extending their library services to previously unserved areas. A 1984 report indicates that the percent of citizens not served by any library ranged from a low of 0% (i.e. all were served), to a high of nearly 27% in South Dakota. Eighteen states maintained that they extended library services to 100% of all their citizens (see Appendix for a summary of this report). Idaho's percentage of unserved citizens is one of the highest (22.8%). There are many reasons for the large percentages of unserved areas in many states. Many of the states with the highest percentages are quite large in area and predominately rural in character. South Dakota, New Mexico, Nebraska, Idaho and Maine are the states with the highest percentages of unserved citizens. They also share the characteristics of large areas of land and scattered rural populations. It is presumably more difficult to extend a locally financed service that is reliant upon ad valorem taxes over such large distances in a rural state. It should be noted, however, that these size and population characteristics do not have to be limiting factors. The state of Wyoming, for example, surely one of the largest and most rural of all our states, provides library services to 100% of its citizens. In Wyoming, it is the state library that is charged with ensuring that library services are extended to all in the state.

One issue that should be addressed when discussing inequities in service delivery is that of fairness. Is it fair, in other words, that some citizens of a state have access to information services in the form of a library while others do not? One Idaho survey respondent commented on the fact that everyone in Idaho has a "right to information" that lack of access to library services denied them. Because library services are delivered locally, the question of who should ensure that all citizens are served by a library is complex, but a critical one nonetheless. This is tied to the idea that the libraries are an integral part of the community and its information and education infrastructure. Without library services this part of the infrastructure is compromised. In line with this, several of the professional librarians consulted with in the preparation of this research, indicated that there is a need to educate communities that the library is more than just a "children's reading room."

The extension of services to unserved areas is especially critical in rural areas. Many of these smaller communities have experienced a dramatic change in their economy as agriculture changes from a family-based enterprise to one controlled by large agricultural holding firms. At the same time, many rural communities in Idaho that once relied on timber and mining based industries for their economic base have had to face the closing of mines and the slow down in many logging enterprises. As was pointed out in the introduction, rural citizens continue to live in lower socio-economic conditions, and need new skills to enter the workforce. These changes emphasize the need for a quality information and educational resource such as a library. Many libraries have already created and implemented programs designed to meet the changing needs of rural communities such as those described above. Some states, for example, reported having on-line systems that allowed rural libraries to access state procurement information. This allows local contractors to bid more effectively on government contracts. Other innovations that meet the changing needs of rural communities include access to the Rural Information Network, a network that allows libraries and patrons from all across the nation to access databases of information held in Washington, D.C. that are useful to rural communities.

1. Methods of Extending Services

One way to provide library services to everyone is to have the state assume responsibility for this service function. Several problems, however, arise in the consideration of this option. Traditionally, it has been the responsibility of local units of government, such as cities, counties, and special districts to provide library services. As such, citizens must take on the responsibility for taxing themselves at the local level. In many parts of Idaho, citizens have taken on the responsibility of taxing themselves to provide library services for many years. In other parts of Idaho, however, citizens have not assumed this burden. Using state money to extend library services to unserved areas raises a question about the fairness of localities using state monies who have not taxed themselves as others have done. Those areas of Idaho with a strong tradition of local support for libraries will no doubt want currently unserved areas to assume some local burdens before having the state monies used to establish new libraries.

Another avenue for extending services to unserved areas is through the State library. This option allows the use of state monies and expertise without completely taking away local control and contributions toward funding for libraries. The state library can provide that coordination and state-wide planning necessary to create and implement a meaningful state-wide service delivery system. The support services that a state library can provide can allow a small, rural library to survive and provide an acceptable level of service via their shared resources.

2. Results from the National Survey

Table 13 summarizes the activities undertaken by state libraries in our 26 respondent states. As Table 13 indicates, there are many services provided by the various state libraries, but a few are mentioned by several of our respondent states. A review of Table 13 indicates that chief among these is the administration of federal and state grants benefitting the state's libraries (19 of the 26 states indicated that this is a service provided by their state library). The second most frequently provided service was that of consulting provided to libraries in the state (16). The use of interlibrary loan to allow access to the state library's collections was the third most common service (14); and continuing education for librarians was the fourth most commonly provided service by state libraries (10). These responses illustrate the way in which an administratively and financially more sophisticated state library can handle some of the tasks that smaller rural libraries may not be able to (such as the administration of grants and professional training of library staff). With these supportive service in place via a state library, the extension of library services is made more plausible.

Some states even noted a role for the state library in ensuring state-wide level of service standards. Indiana, for example, reported that their state library was responsible for establishing standards that public libraries must meet in order to receive state and federal grants. The respondent from Nebraska related that the state library was responsible for a state-wide accreditation program for libraries and a certification program for public librarians. A similar responsibility for the state library was also reported by South Carolina.

With or without the state library's lead, however, the respondent states to our national survey reported many ways in which they delivered services to rural areas (see Table 17). The two most frequently reported methods of service delivery center on actually getting the materials in the hands of the rural residents: use of bookmobiles (reported by 14 states), and delivery of books by mail (reported by 12 states). The next most commonly reported rural service delivery techniques are ways to extend to the holdings of centralized libraries to distant patrons: branch libraries (reported by 8 states), use of interlibrary loan programs (7), computer link-ups to information sources (6), and in-wats lines to access information (4).

Many states contend that they provide the same level of service to their rural library patrons as all other citizens. New York, for example, noted that, "there is no second class service because a person resides in a rural area," and that system connections provided similar services across the state. Indiana also asserted that rural services are the same as urban areas in their state.

3. Results from the Idaho Library Survey

The Idaho libraries that participated in our study also outlined methods of service delivery to rural areas (see Table 18). Unlike the national survey respondents, bookmobiles were reported in use by only 3 respondents to the Idaho survey. Books by mail, on the other hand, was the most commonly cited service to rural areas with 7 respondent libraries mentioning it. It should be noted that there were 80 respondents to the Idaho survey. The low number of libraries reporting special services to help rural populations access the library indicates a low level of activity in this area among Idaho libraries. This is probably the result of low resource levels rather than a lack of concern about rural service delivery among Idaho libraries. The small, personal, nature of Idaho rural library services is reflected in the responses of 6 of these libraries indicating that they use library staff to home-deliver books to some rural residents. Other libraries reported allowing friends and neighbors to check out materials for others, and meeting people at the library to open it during hours when they could access the facility.

Recall that Table 17 reports the use of communication technologies among Idaho libraries. The Western Library Network is mentioned by 7 of the respondents. This network allows small libraries distant from larger collections to access materials for their patrons. Other technologies that allow distant access to information sources such as interlibrary loan resources and other data bases were mentioned as well. Various methods of accessing these resources were listed including PC based modem connections, LaserCat data bases and the use of FAX machines. As discussed previously, the number of respondent libraries reporting use of any communication technologies is very low. This response is curious, in that the Idaho State Library reports that there are at least 50 libraries in Idaho with the capacity to link them to larger collections. In addition to the potential explanations discussed earlier, it may be that the library staff that responded to the survey did not identify the equipment that they currently have as a "communication technology." It is also possible that the library staffs are not yet comfortable with some of the technologies available to them. Finally, while the equipment may be in place, it may not be viewed as a method of extending services, but instead just another way to continue existing services.

4. Policy Recommendations: Extending Library Services

Recommendations based upon the information gathered in this section include the investigation of a continuing and expanded role for the Idaho State Library. Given adequate resources, the staff of the ISL can continue to fill many of the training and consulting gaps present among rural service providers. If library services are to be put in place in areas that are currently unserved, there will be significant needs for the type of consulting that the ISL can provide. These types of consulting activities include consulting about circulation and reference services, as well as mediation directed toward consolidating libraries or developing agreements to extend services. Further, the perspective and unified voice that a state library can provide to state level decision makers (such as the Legislature) could facilitate state-wide planning for library services; a framework that could begin to provide services to currently unserved areas. At least one other state respondent to our survey indicated that their state library acted as the legislative voice for all libraries in the state during the session.

Other recommendations include those based on a "pooling" or sharing of resources and information. Many states utilize a state-wide borrowing system, both through direct patron access at any facility and interlibrary loans. The continued use of such services as books by mail also allow patrons far from a central library to access materials. Idaho should continue to explore the adoption of these "resource pooling" techniques.

There are other state level actions that can facilitate the extension of library services in Idaho. These include the above mentioned consulting activities from the ISL. ISL staff in place to consult and mediate to assist in the creation of new library districts or extend services is one state level activity that should be explored. The Idaho Library Association Law Revision Task Force has recommended a further action that could help in the extending of library services. They are developing proposed legislation that will allow library districts to assess a household tax. This new authority will allow library districts in rural, property tax-poor areas to gather revenues in a more effective way. The organization of new library districts with this household tax authority may be easier to create and finance adequately.

Extension of services may also build upon existing organizational structures within communities. Some exploration has been undertaken by Idaho libraries to hook up with Chambers of Commerce and the land grant system of Cooperative Extension. Very few Idaho libraries have investigated this potential, but the opportunity to build upon the networks these groups have established, and their understanding of the information needs of the community are promising. Other states have worked to extend library services through the cooperative extension network. A Kellogg Foundation funded project in Wyoming, Colorado and Utah explored this connection in depth. Exploration of what this might hold for Idaho should be undertaken.

VII. REFERENCES

The reader should note that Diane Moskow-McKenzie undertook an extensive review of the professional literature for the preparation of this report. Her analysis and compilation is included in Appendix B. Also included in that appendix are most of the bibliographical references for this report. In addition, this report is based upon the national and state surveys which are included in Appendices E and F as well as a summary of the responses to the national survey in Appendix C. As noted in the body of this report, U.S. Census Bureau data were widely used as well as information for a number of personal interviews with library professionals in Idaho.

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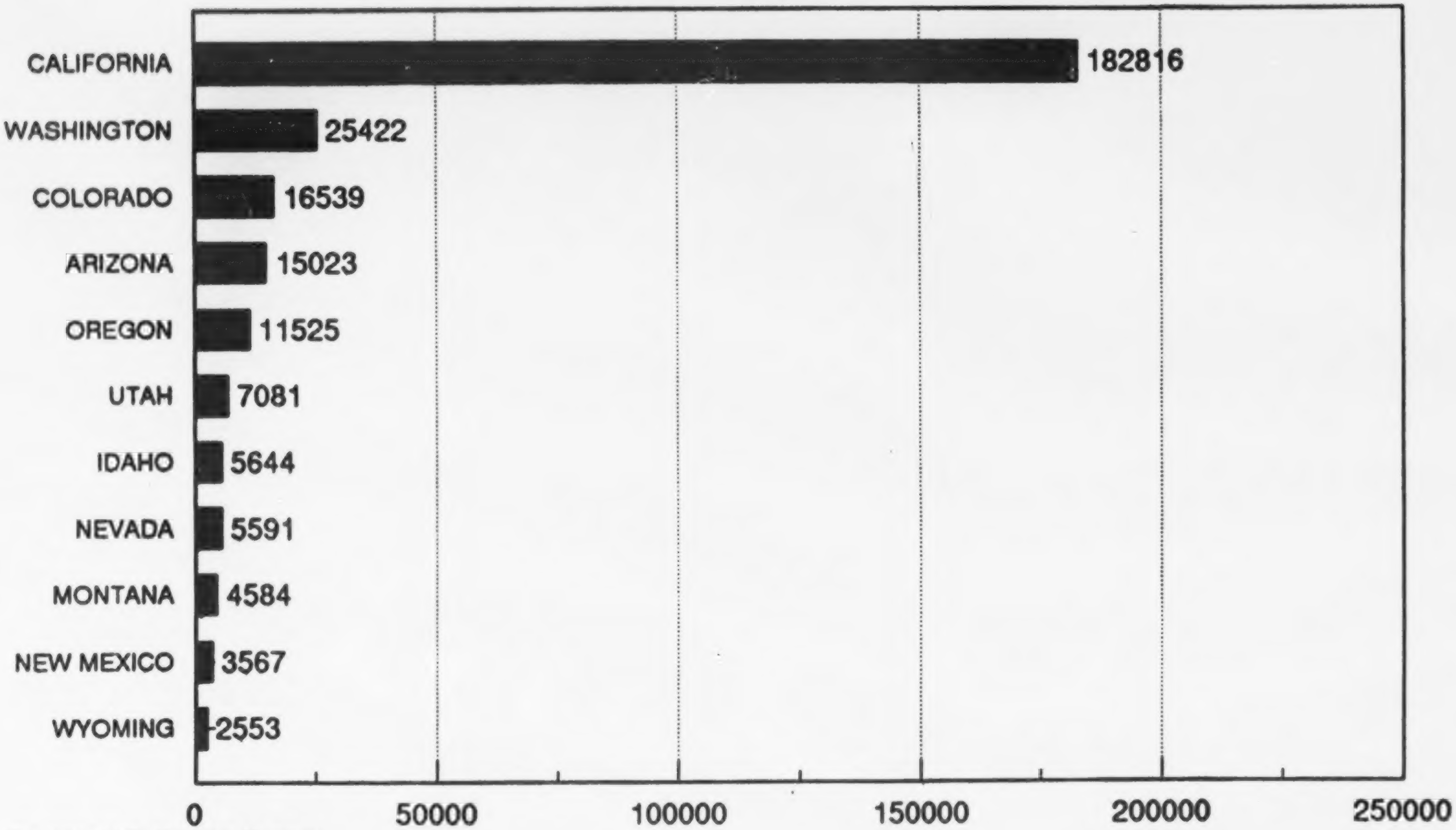
APPENDIX A

TABLE 1

LOCAL LIBRARY EXPENDITURES: 1976-77

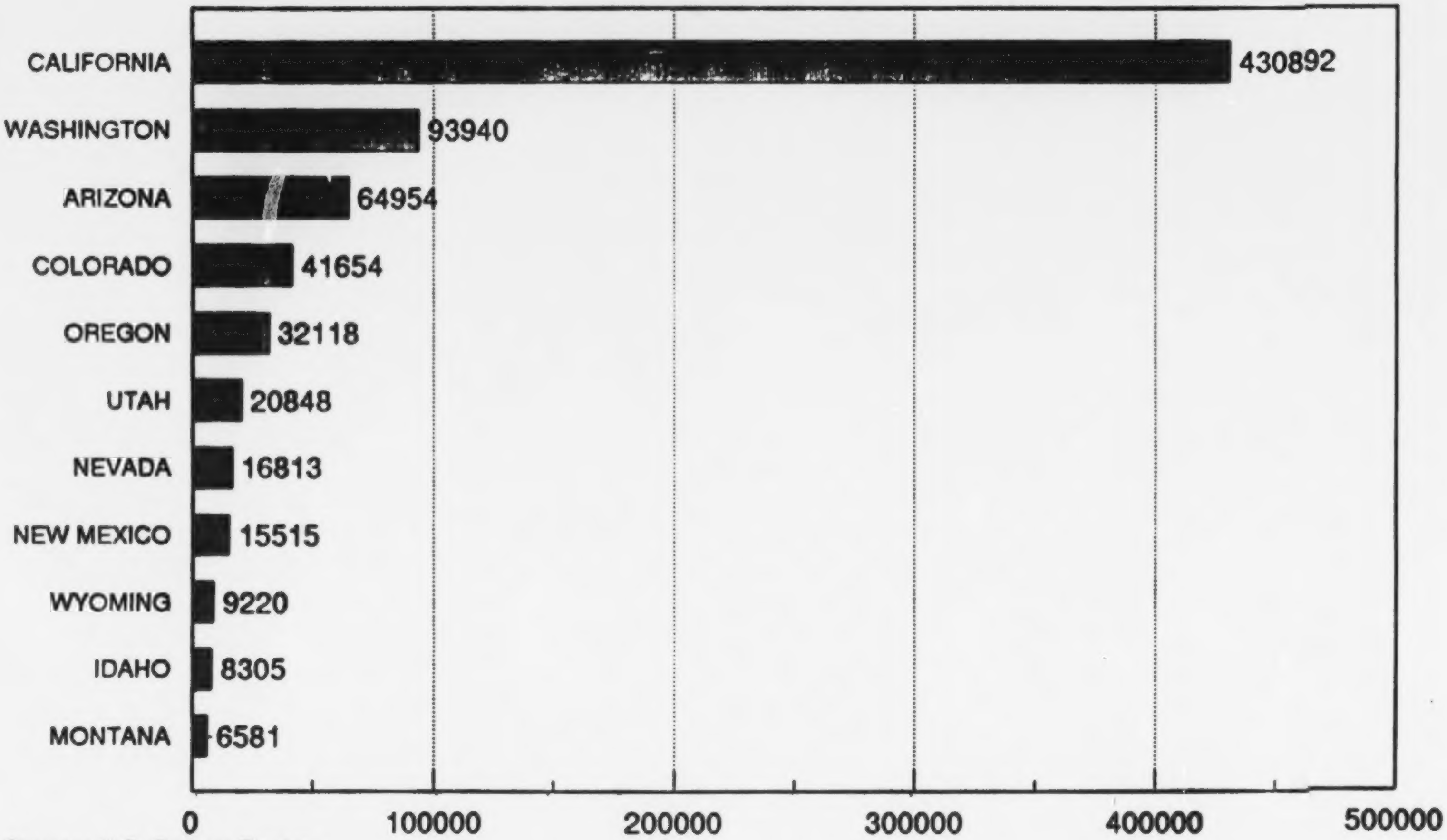
Thousands of dollars



Source: U.S. Census Bureau

TABLE 2
LOCAL LIBRARY EXPENDITURES: 1986-87

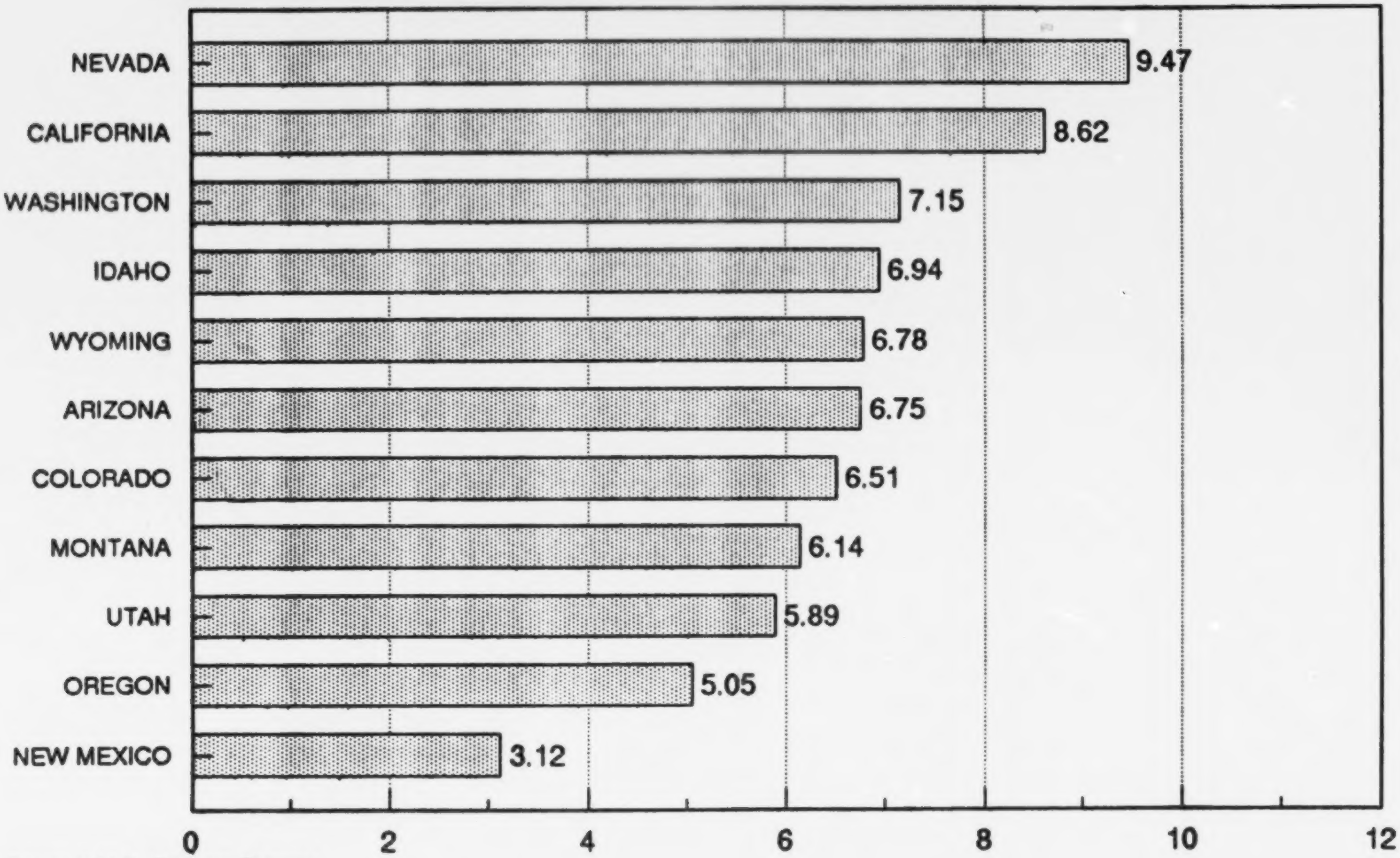
Thousands of dollars



Source: U.S. Census Bureau

TABLE 3

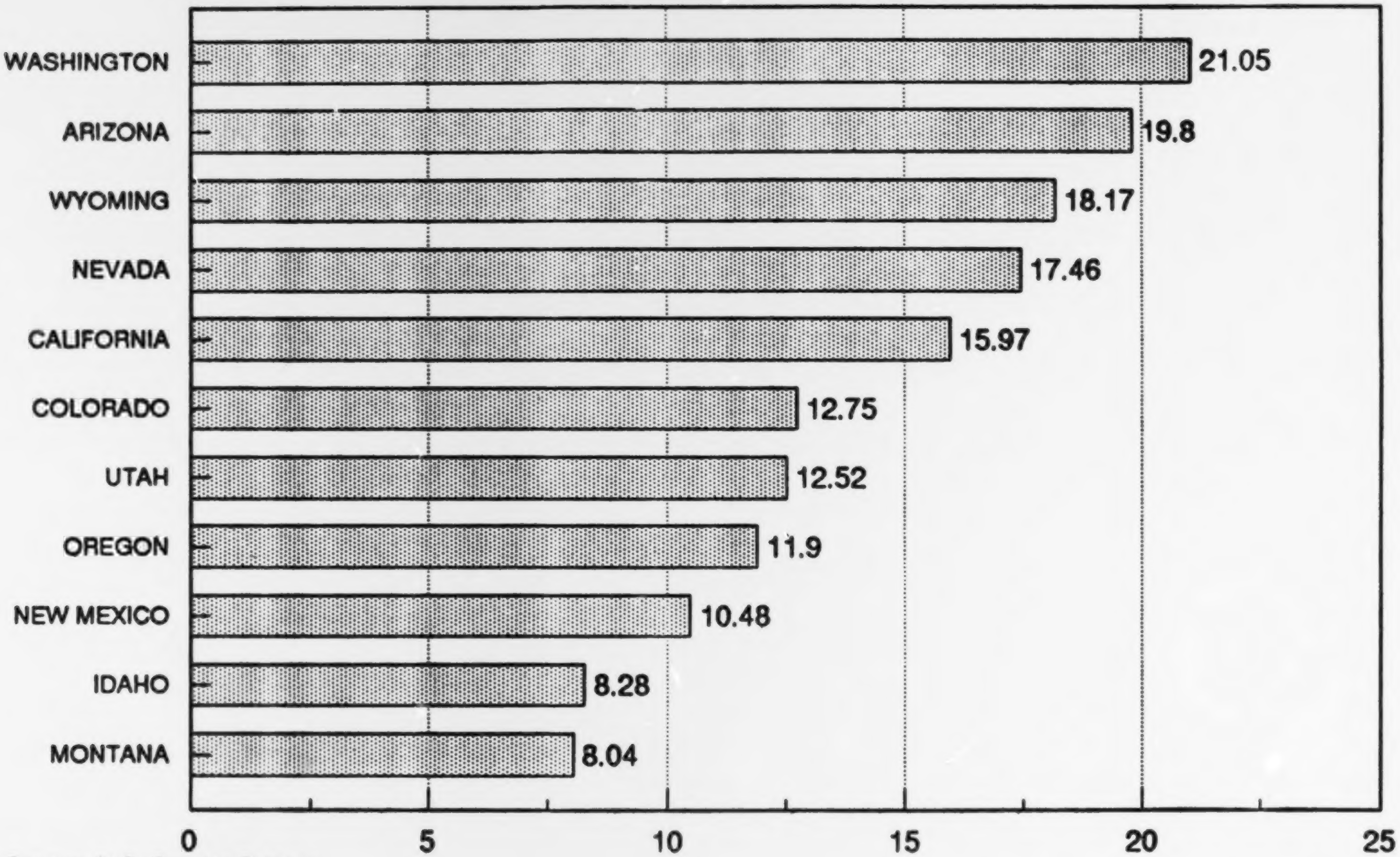
PER CAPITA LIBRARY EXPENDITURES: 1976-77



Source: U.S. Census Bureau

TABLE 4

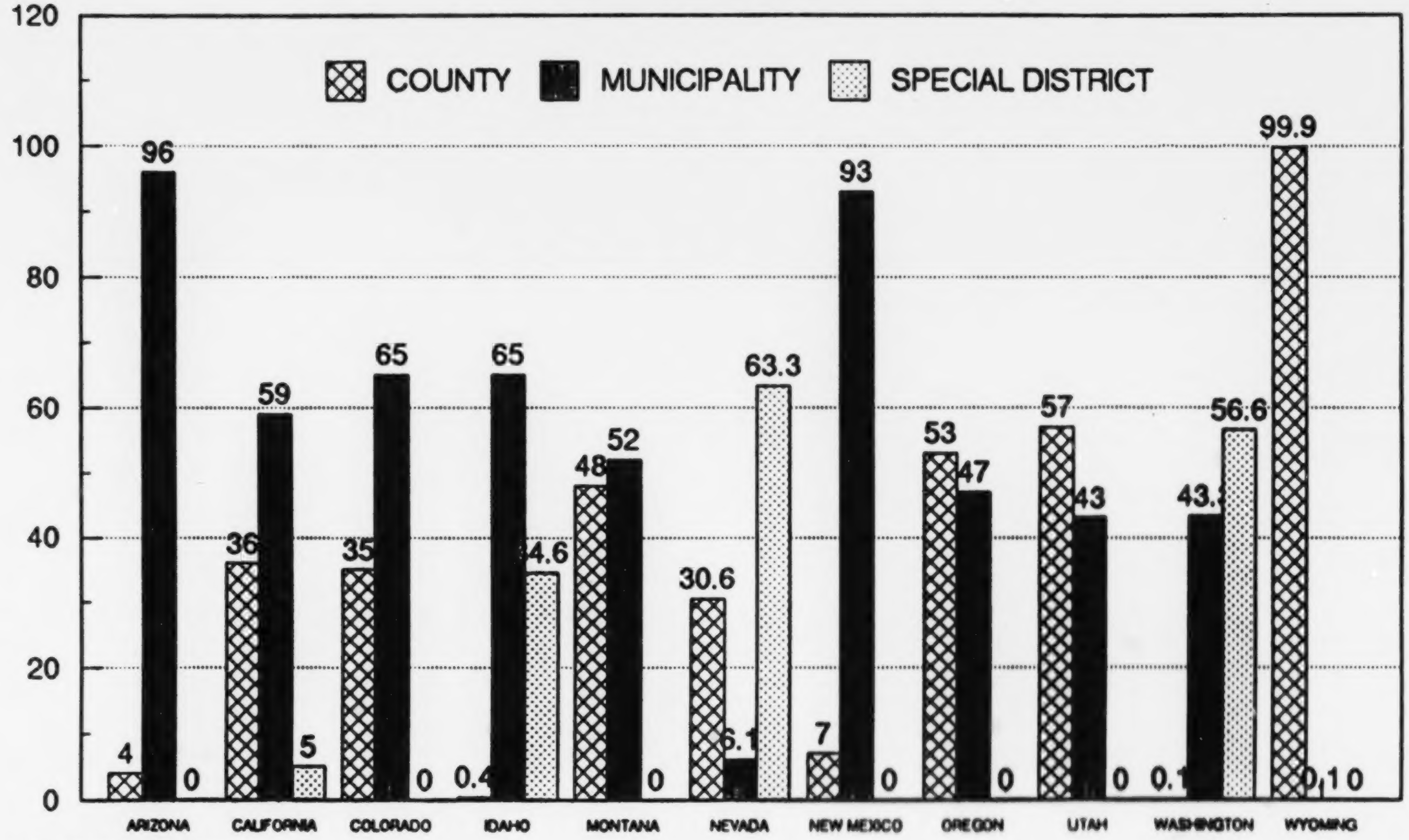
PER CAPITA LIBRARY EXPENDITURES: 1986-87



Source: U.S. Census Bureau

TABLE 5

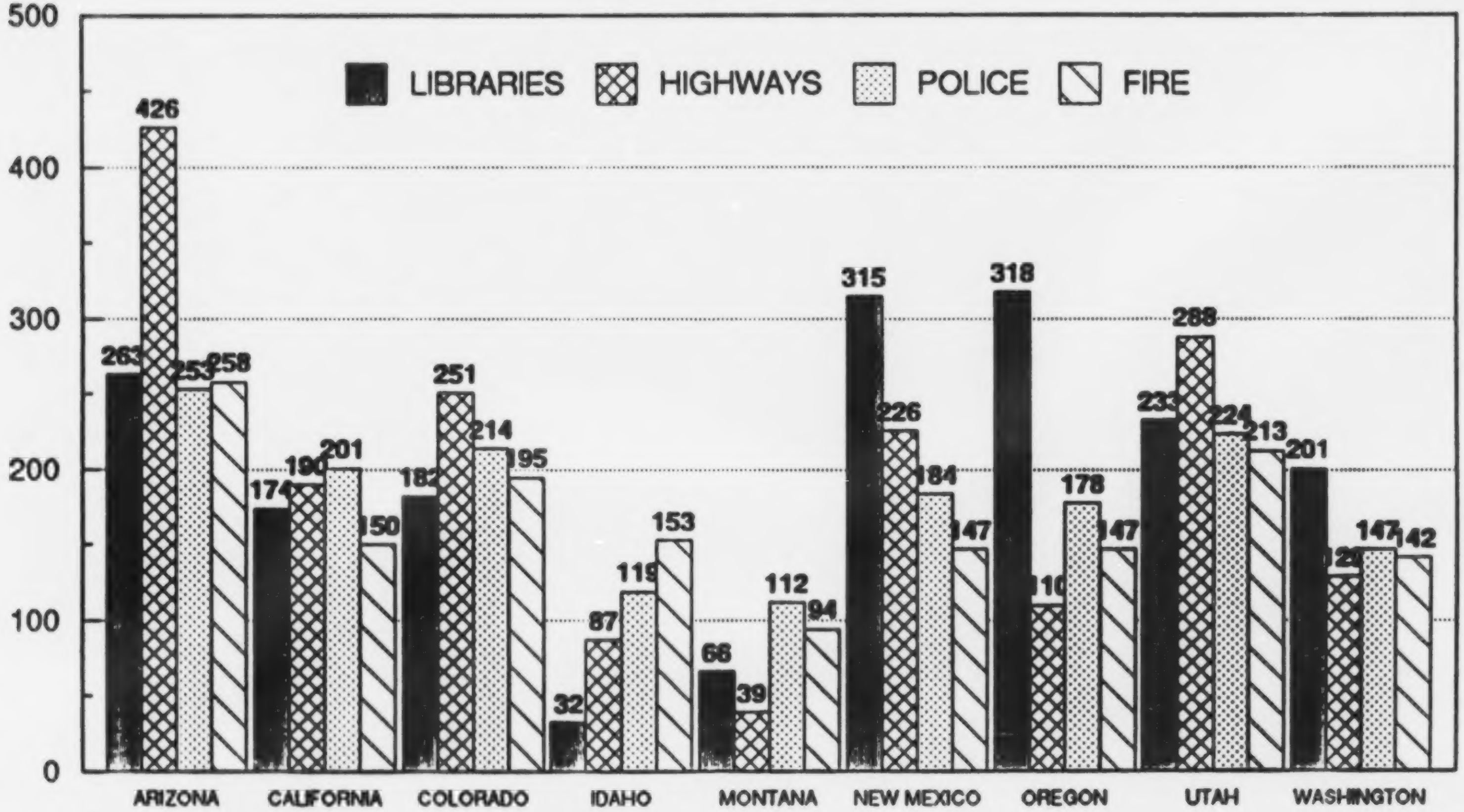
LIBRARY FINANCES: PERCENTAGE CONTRIBUTION BY TYPE OF GOVERNMENT



U.S. Census Bureau

TABLE 6

PERCENT CHANGE IN MUNICIPAL EXPENDITURES FROM 1977 TO 1988

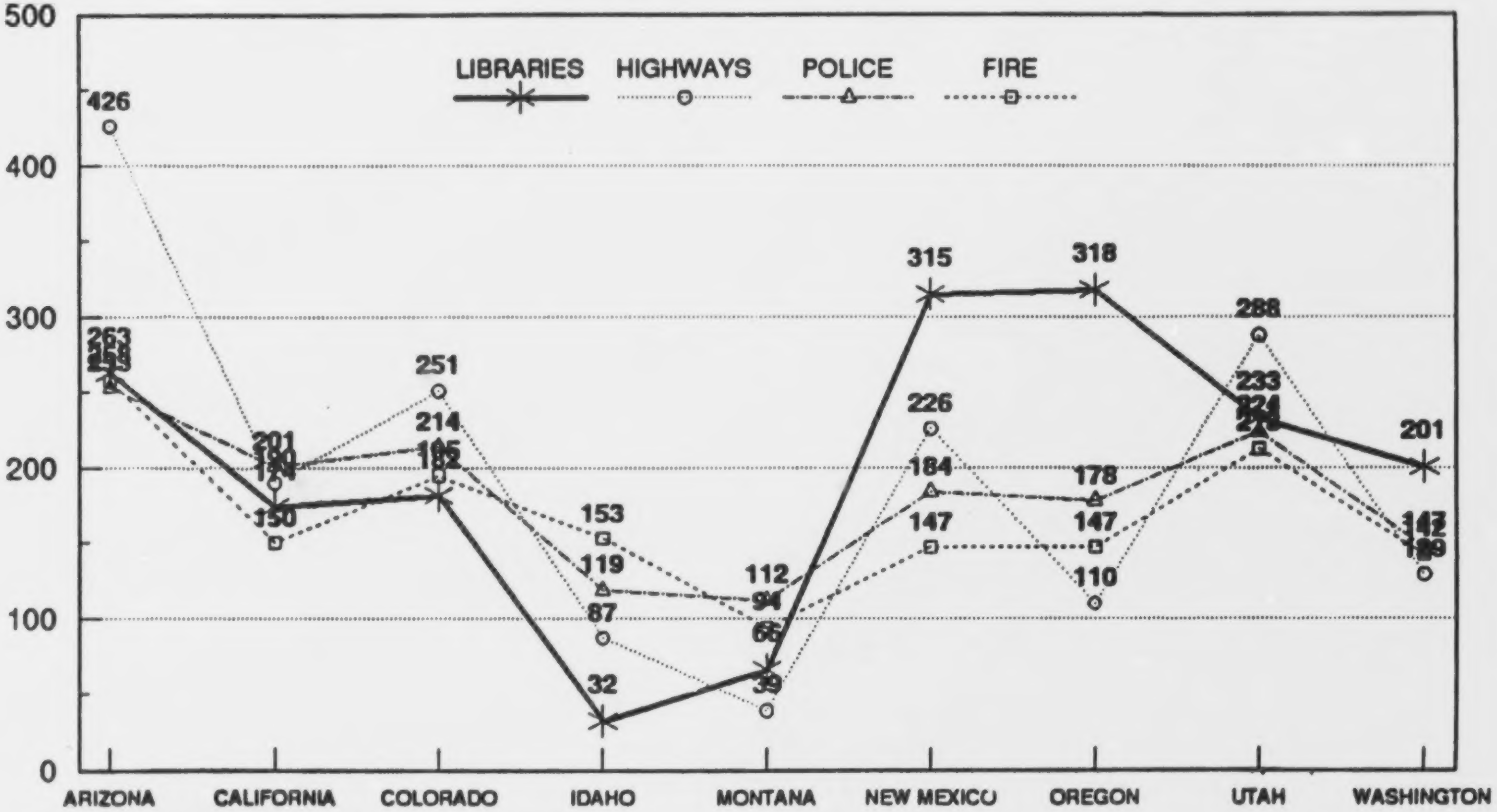


*Nevada & Wyoming excluded due to insignificant municipal contributions

Source: U.S. Census Bureau

TABLE 7

PERCENT CHANGE IN MUNICIPAL EXPENDITURES FROM 1977 TO 1988

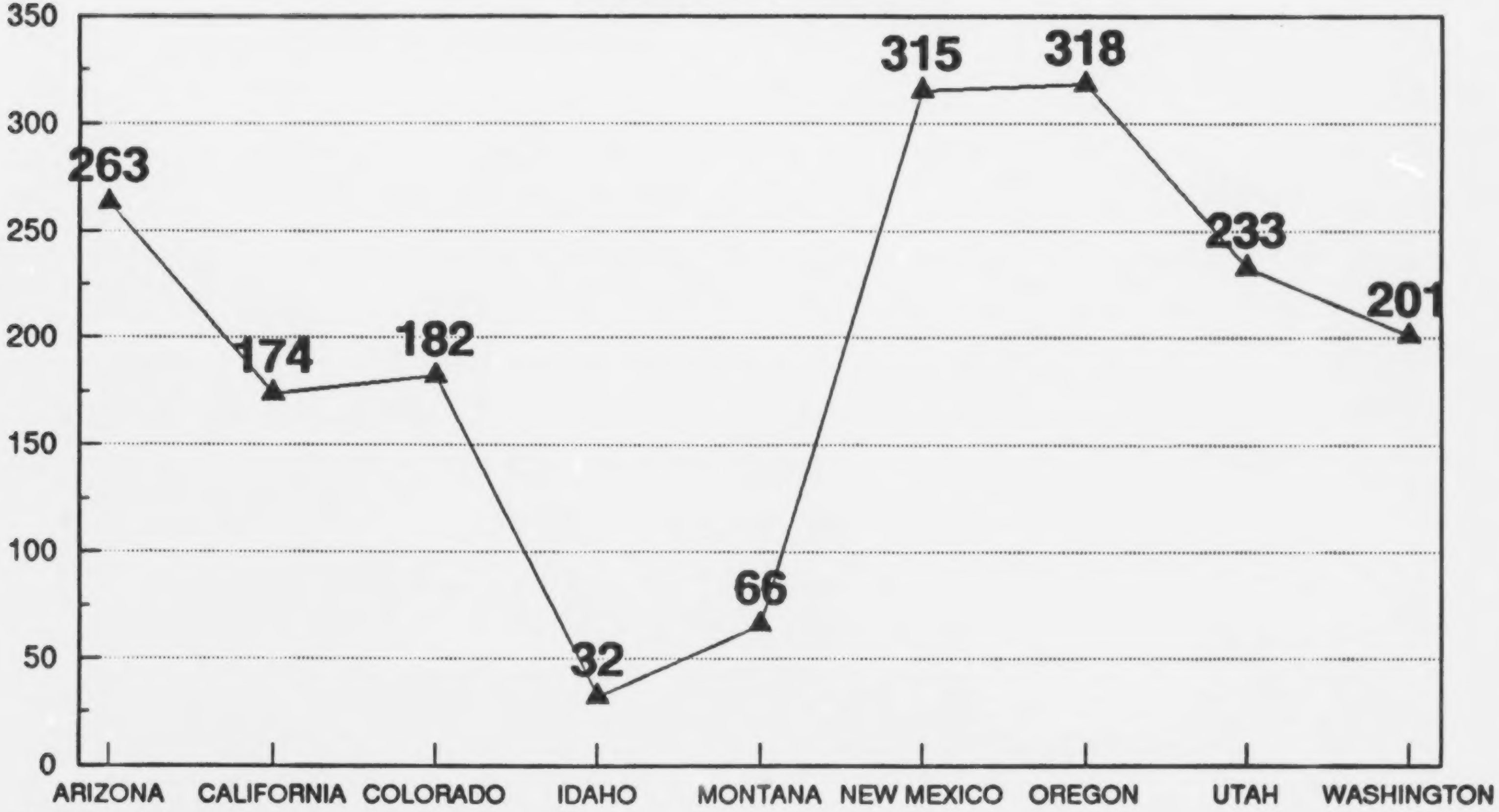


*Nevada & Wyoming excluded due to insignificant municipal contribution

Source: U.S. Census Bureau

TABLE 8

PERCENT CHANGE IN MUNICIPAL LIBRARY EXPENDITURES FROM 1977 TO 1988

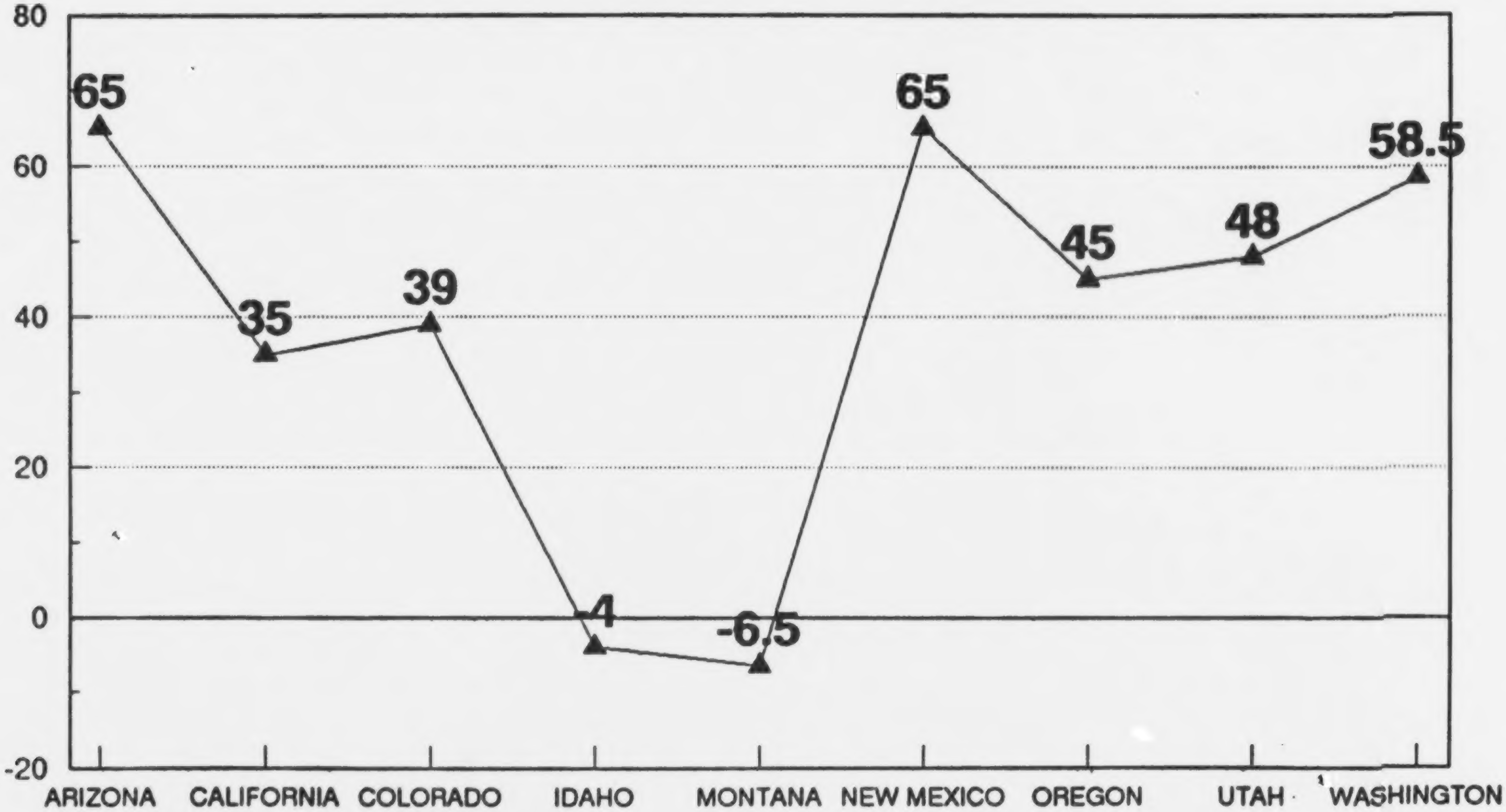


*Nevada & Wyoming excluded due to insignificant municipal contribution

Source: U.S. Census Bureau

TABLE 9

PERCENT CHANGE IN LOCAL LIBRARY EXPENDITURES ADJUSTED FOR INFLATION: 1977 TO 1988



*Nevada & Wyoming excluded due to insignificant municipal contribution

Source: U.S. Census Bureau

Table 10

Summary of National Survey:
Revenue Sources for Local Libraries
Reported by State Legislatures

Number of State Libraries Reporting the Use of:	
Property Tax	24
Gifts and endowments	22
State and federal aid	15
Non-resident card fees	12
Miscellaneous fees	12
Resident card fees	2
Total Number of Respondent Libraries	26

Table 11

Summary of National Survey: Cooperative Agreements among Libraries

Number of Libraries Reporting the Use of:	
Cooperative agreements among libraries	12
State-wide agreements for services	11
Contracting among local libraries	9
Regional libraries	8
City-County contracting for libraries	5
School-library contracting	4
County-library contracting	2
County-County contracting	1
Consolidated county systems	1
Community college-library agreements	1
Total Number of Respondent Libraries	26

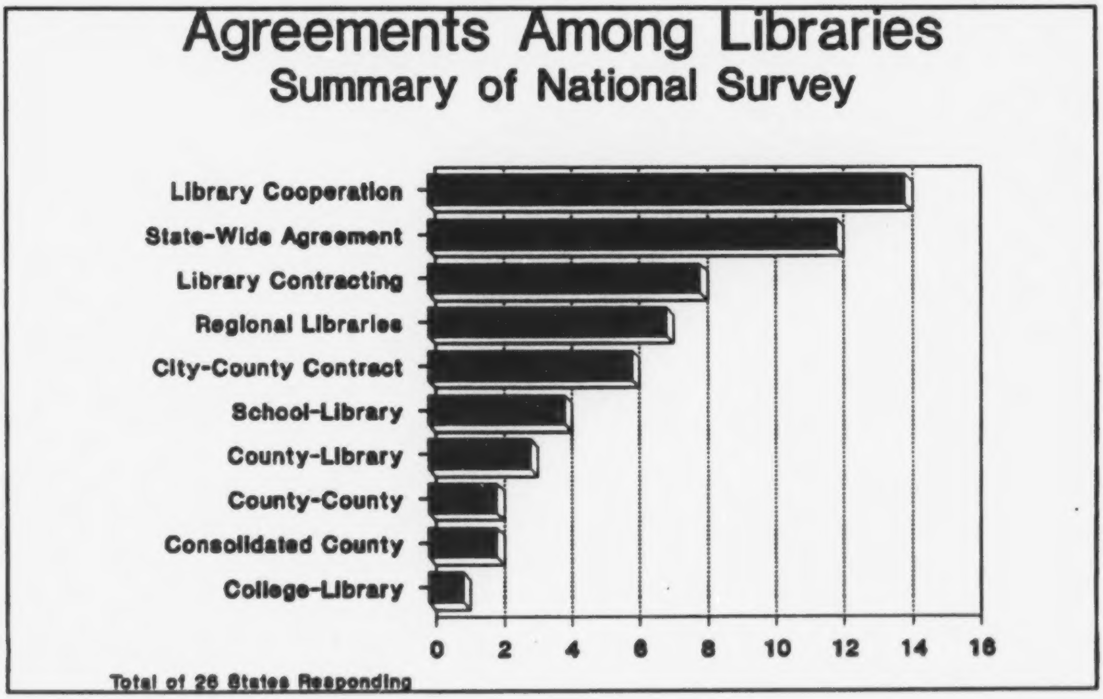


Table 12

Summary of National Survey: Services from State Library

Number of States Reporting the Use of:	
Administration of federal/state grants	19
Consulting services to libraries	16
Interlibrary loan	14
Continuing education for librarians	10
Reference services to libraries	7
Establishment of standards for service	5
Film/video collections	4
Bibliographic databases	3
Networking among libraries	3
Sharing of state/federal documents	2
Bookmobiles	2
Pooled collections	2
Automated circulation	2
Planning	2
Books by mail	1
Shared computers	1
Processing of materials	1
Legislative advocacy	1
Legal oversight	1
General supervision	1
Accreditation program	1
Van delivery	1
State-wide summer reading	1
Special collections	1
Records center	1
Advocacy for libraries in general	1
Total Number of States Responding	26

Table 13

Number of Idaho Libraries Having a Marketing Plan

Number of libraries with a marketing plan	13
Number of libraries without a marketing plan	60
Number of libraries who conducted needs assessments to construct a marketing plan	9
Number of libraries who conducted analysis of service studies to construct a marketing plan	7
Number of libraries reporting committment to public relations	8
Number of libraries from which no response on the above was obtained	6

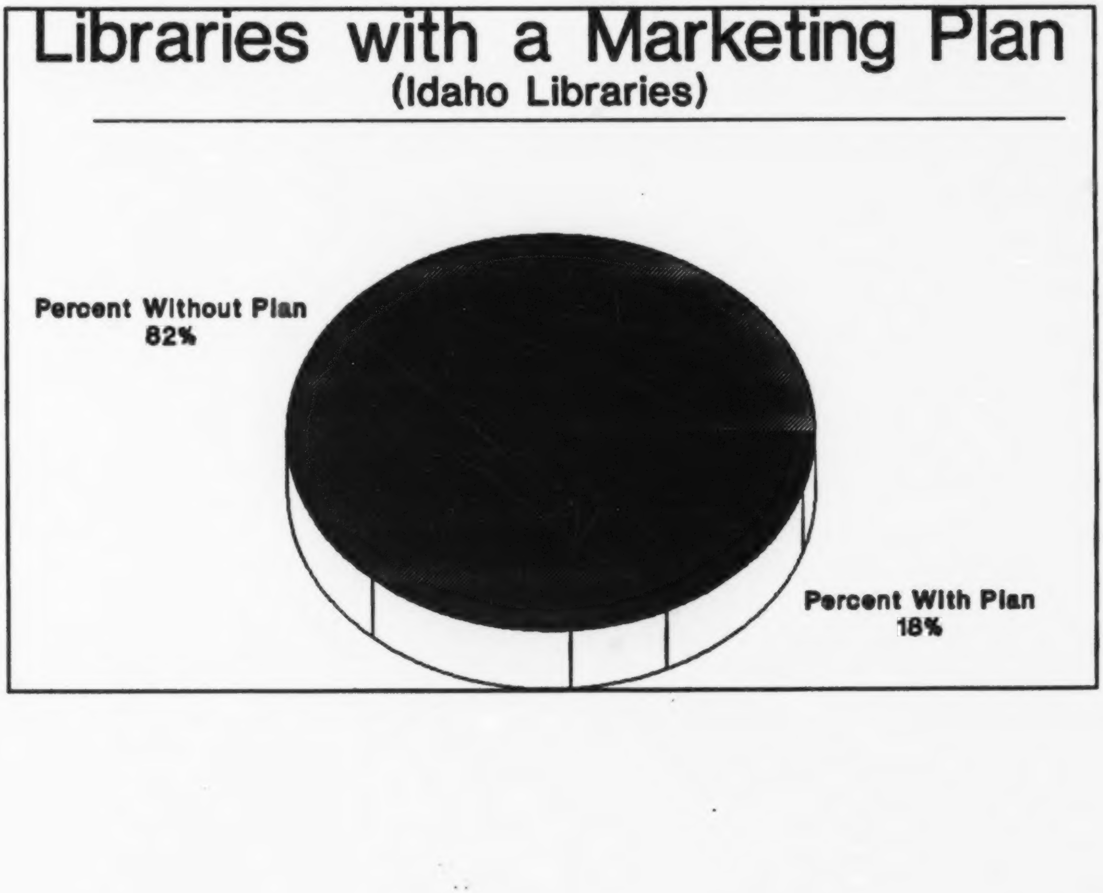


Table 14

Summary of National Survey: Economic Development Efforts

Number of States Reporting the Use of:	
Economic development/Library groups	5
Workshops	4
State-wide conferences	4
Economic development information networks	4
Grants to libraries for economic development	3
Software/videos to help business	3
Job information centers	2
Education information centers	2
Procurement information from the state	2
Special collections about economic development	2
Information for investors	1
Survey of business community needs	1
Total Number of Respondent States	26

Table 15

Summary of National Survey: Use of Technologies

Number of States Reporting Use Of:	
Fax networks/machines	12
In-Wats line for information	10
E-mail (ILL, etc.)	9
State-wide data bases	6
PC based modems/hookups	6
CD-ROM comcats	5
Video collections	3
Teleconferencing	3
Automated circ systems	1
Telegraphing network across the state	1
Natural resource data base	1
Western Library Network	1
Communications with other states	1
Community college courses	1
Total Number of Respondent States	26

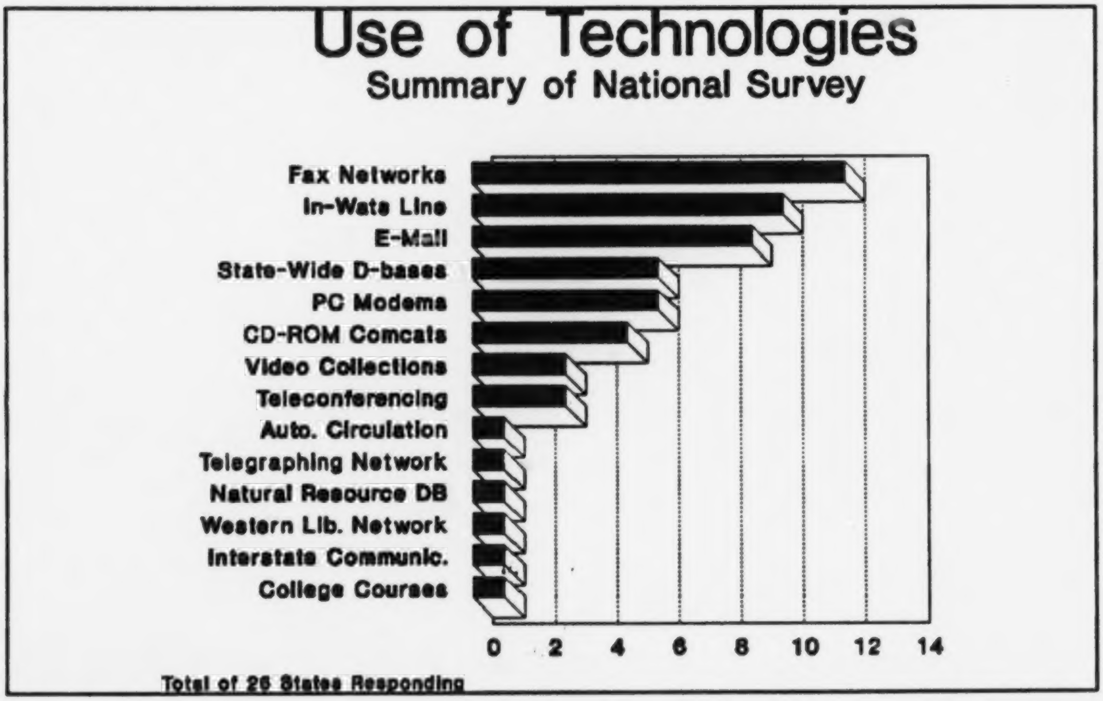


Table 16

Summary of Idaho Survey:
New Communication Technologies in Rural Areas

Number of Libraries Reporting the Use of:	
Video collections	8
Western Library Network	7
E-mail for ILL	4
On-line catalogs	4
VALNet	3
LaserCat data bases	3
Dail-in data bases/ILL	2
Fax mail/ILL	2
Modem hook-ups	1
Radio technologies	1
Telecourses	1
Total Number of Respondent Libraries	80

Table 17

Summary of National Survey: Services to Rural Areas

Number of States Reporting the Use of:	
Bookmobiles	14
Books by mail	12
Branch libraries	8
Interlibrary loan	7
Computer link-ups to information	6
In-Wats lines to information/circulation	4
Childrens' programs/services	3
Literacy programs	2
Consulting from state library	2
Video materials	1
Elderly services	1
Use of schools as sites	1
Newsletter to residents	1
Total Number of Respondent States	26

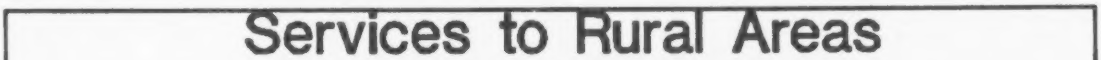


Table 18

Summary of Idaho Survey: Services to Rural Areas

Number of Libraries Reporting the Use of:	
Books by mail	7
Home delivery by staff/courier	6
Interlibrary loan	5
Courier to branches/networks	5
Branch libraries	4
Bookmobiles	3
Telephone services/information	3
Fax machines	2
Modem/computer up-links	2
Allow friends/neighbors to check out	2
Delivery of books on school buses	1
Adult education programs	1
Children's story time	1
Senior citizen programs	1
School classroom visits	1
Adult and teen programs	1
Advertisements for non-member visits	1
Total Number of Respondent Libraries	80

APPENDIX B

Improving Rural Library Services in Idaho Project Report: A Discussion and Compilation of the Professional Literature

by

Diane Moskow-McKenzie

There is a growing awareness of the need to improve and extend rural library services. Senator Jerry Thorne and Representative Janet Hay, Co-Chairs of the Legislature's Education Committees, have called for a study of library services and funding problems and for a report of policy options to be made to the 1991 legislative session. Only recently have libraries been fully appreciated in the vital role they play in rural economic development and in providing a yardstick to measure an area's quality of life.

The concern for information access and service to rural communities has been studied and analyzed in many other states - most of whom do not have the kind of information problems we have in Idaho. Too much of Idaho is information poor. We are among the top states in the percentage of our people who are unserved by any library service. According to a 1984 national survey, 22.8% of Idaho's residents are not served by any library (see table below).

Number of Persons Not Served by Public Libraries
(as reported by state library agencies in Bowker's American Library Directory,
37th Edition, 1984)

Unserved Rural Areas

State	Population (1980 census or later state estimate)	Not Served by Public Library	Percentage Unserved
Alabama	3,893,888	70,313	1.8
Alaska	401,851	48,267	12.0
Arizona	2,886,608	0	0.0
Arkansas	2,209,083	77,352	3.5
California	24,959,000	0	0.0
Colorado	2,877,746	0	0.0
Conneticut	3,107,576	0	0.0
Delaware	595,225	12,668	2.1
Florida	10,105,957	606,357 (est.)	6.0 (est)
Georgia	5,651,195	0	0.0
Hawaii	964,691	0	0.0
Idaho	**944,038**	**215,327**	**22.8**

Illinois	11,431,654	1,810,359	15.8%
Indiana	5,490,224	NR	NR
Iowa	2,913,387	NR	NR
Kansas	2,382,958	13,536	0.5
Kentucky	3,660,770	0	0.0
Maine	1,124,660	234,671	20.8
Maryland	4,255,200	0	0.0
Massachusetts	5,737,037	1,663	.02
Michigan	9,262,078	NR	NR
Minnesota	4,075,970	126,281	3.1
Mississippi	2,520,638	0	0.0
Missouri	4,916,686	608,887	12.4
Montana	786,690	7,517	1.0
Nebraska	1,569,825	359,102	22.9
Nevada	886,543	0	0.0
New Hampshire	920,340	0	0.0
New Jersey	7,365,011	69,887	0.9
New Mexico	1,302,894	300,000(est)	23.0(est)
New York	17,558,072	0	0.0
North Carolina	5,960,505	0	0.0
North Dakota	652,695	133,044	20.4
Ohio	10,797,624	0	0.0
Oklahoma	3,025,290	465,636	15.4
Oregon	2,635,000	100,000(est)	3.8(est)
Pennsylvania	11,863,895	414,374	3.5
Rhode Island	947,154	0	0.0
South Carolina	3,121,820	0	0.0
South Dakota	543,687	146,491	26.9
Tennesee	4,590,750	0	0.0
Texas	14,227,574	972,039	6.8
Utah	1,461,037	0	0.0
Vermont	511,476	3,976	0.8
Virginia	5,346,818	117,607	2.2
Washington	4,264,000	145,039	3.4
West Virginia	1,950,279	323,694	16.6
Wisconsin	4,752,070	41,287	0.9
Wyoming	507,451	0	0.0

NR - Not Reported

States Reporting 100% Served by Public Libraries	States Reporting More Than 10% Unserved by Public Libraries	
Arizona	Alaska	12.0
California	Idaho	22.8

Connecticut
Georgia
Hawaii
Louisiana
Maryland
Mississippi
Nevada
New Hampshire
New York
North Carolina
Ohio
Rhode Island
South Carolina
Tennessee
Utah
Wyoming

Illinois	15.8
Maine	20.8
Missouri	12.4
Nebraska	22.9
New Mexico	23.0(est)
North Dakota	20.4
Oklahoma	15.4
South Dakota	26.9
West Virginia	16.6

This project has focused on (1) extending library access to unserved areas; (2) improving the delivery of library services throughout rural Idaho; (3) increasing the coordination of some library services through cooperative agreements or consolidation; and (4) identifying appropriate alternative local revenue sources.

For the past six months research has been completed as follows: (1) consultation with legislators, librarians, and other interested groups and individuals in Idaho; (2) a search of the professional literature on rural library service delivery; (3) questionnaire survey of the public libraries in the State of Idaho; (4) questionnaire survey of the state libraries in the fifty states; (5) follow-up telephone interviews with significant respondents; and (6) field visits to a selected sample of rural Idaho libraries.

The Professional Literature on Rural Library Services Delivery

Susan Raffery in her article, "Rural Society In America: the 1980's and Beyond," stresses that rural communities and those who live in them are setting the pace and leading the way. Raffery states that rural America is undergoing another revolution. In the first revolution mechanization replaced tedious tasks. Now standing on the edge of another revolution --high technology and its application not only to farming but to other sectors of the rural community has come about as well. Rural counties are now growing at a faster rate than urban communities. In the 1970's and 1980's the rural counties' population increased by 4.8 million new residents (Raffery, 1986).

Dr. Bernard Vavrek, Coordinator of the Center for the Study of Rural Librarianship at Clarion University in Pennsylvania, has stated that a major factor in the reexamination of rural libraries is that for the first time in the history of the United States more people are moving to the rural areas than urban places. According to the last census, a 12% population growth factor was reported in rural America. According to Dr. Vavrek 62% of the public libraries in the United States are located in rural areas. This figure is based on the Bureau of Census' definition of rural as an area of 2,500 or fewer people (Vavrek, 1985).

As a result of the increase in population in rural areas the demand for jobs increased, new transportation systems were needed, public services, health care facilities, and entertainment demands multiplied. Those who moved to the rural areas were younger and had more formal educational training. In addition, many younger retirees moved to the rural communities who were more affluent and cosmopolitan than the native rural resident. Raffery claims that with the advent of modern transportation systems, improved communication and mass media, and internal migration, America has not become one homogeneous society. There are distinct differences between urban and rural and these differences must be recognized (Raffery, 1986).

Raffery contends that the rural areas have been long settled and remain geographically and socially isolated from other segments of society. The majority of the workforce in rural communities is involved in agricultural or natural resource occupations, such as supplying firewood, truck farms, artisans, lumbering, fisheries, and tourism. Personal, face-to-face relationships among similar people make up the sociocultural aspect of the rural community. The ratio of males to females is higher, incomes are lower, more families are in poverty, most women are not employed full-time outside of the home, native born adult residents have a less formal education, and the elderly are disproportionately represented. There are a number of disadvantages that exist in the quality and quantity of public services which results from small, scattered populations that contribute to a high cost per person of providing services. The values, beliefs, attitudes, and goals of persons residing in the rural community are different from those persons living in the urban areas. The rural resident appears to be more traditional, less accepting of minority rights, more ideologically religious and conservative, more likely to oppose the intervention of state and federal governments, and are more satisfied with their current lifestyle (Raffery, 1986).

Heasley and Price in their article, "Challenges of the Rural Environment: Implications for Public Libraries," reiterate Raffery's statement that more families in rural communities are in poverty. There are more people falling below the poverty line in rural areas than in the United States as a whole (14 percent in rural areas as opposed to 11 percent in urban areas). In 1985, the rural poverty rate was 18.3 percent versus 12.7 percent for urban areas. Before the economic crisis of the 1980's rural residents were living in poverty, with unemployment, and in substandard housing and unsanitary living conditions (Heasley and Price, 1988).

An Iowa State University Professor, Neil Harl, has said that the educational needs of the rural resident, both youth and adult, are on the increase. He has predicted that the demand for education in the rural area's in the next five years will be adult education. Harl contends that rural educators face an enormous task of reconciling unprecedented demands for educational services and carrying out programs in an environment of diminished local capacity to support established levels of educational service (Heasley and Price, 1988).

Jim Edgar, Secretary of State and State Librarian for the State of Illinois, sees rural libraries playing three key functions. The first is a traditional function, providing cultural and intellectual enrichment - a place for learning. The second function is to serve as the community center or meeting place. Many small communities do not have an auditorium or meeting place where they can bring people together. Libraries can serve as a meeting place bringing people together to share their knowledge. A third and newer function for libraries is as a tool for economic development. The library can serve as a fountain of information to businesses. The library can offer the business person access to census data, marketing trends, new products, small business assistance, financing, software, technical or professional journals, government contract bidding and many other things (Edgar, 1986).

In 1980, 1,350,768 persons living in Minnesota were rural residents, living in communities with 2,500 or fewer residents. This is 33.1% of the state's population. The Minnesota regional public library system has set as one of their goals the provision of library services to rural areas. This continues to be a high priority. Current economic difficulties in rural Minnesota, resulting from problems in agriculture and mining, along with recent changes in methods for determining telephone costs, call for libraries and library systems to play an assertive role to assure the free flow of vital information and ideas to every individual and community in the state. Minnesota, like many other states, sees a key link between libraries and economic development. One of the main objectives in the 1987 Minnesota Long Range Plan for Library Services is to link library functions with rural development initiatives, when appropriate, so that information resources are available to support rural development (Minnesota Libraries, 1986).

Extending library access to unserved areas is a concern for all states. According to John Christenson, director of the Traverse des Sioux Library System in Mankato, Minnesota, in rural life, oral communication is the primary means of transferring information (Hennen, 1986). Carol LaClair in her article, "The Library's Collection and the Rural Community" explains that geographic remoteness means a different way of obtaining information. Oral communication among neighbors tends to be the primary source of information, due not only to a shortage of organized information services, but because of a limited knowledge of their existence and a belief in their use. People living in isolated areas tend to be suspicious and mistrust information from the "outside" world. Because rural residents tend to be ear oriented they are also person oriented. This calls for individualization and personalization of materials delivery. The information will not be used unless it is presented in a way that takes into account the characteristics of rural residents (LaClair, 1988).

In a letter from Mary Ginnane, Rural/Small Library Development Consultant for the Oregon State Library, she explains the ways that the Oregon library system attempts to extend services to rural residents. According to Ms. Ginnane the Oregon Revised Statutes Chapter 357 is fairly liberal in allowing a number of different types of local government units to establish public libraries or enter into contracts for library service. Oregon has a few libraries being governed by school districts and non-profit corporations rather than by the more typical government unit of city or county. The few cooperative systems in existence were all developed out of local needs and are funded with local tax revenues. She states that the small libraries which are members of the cooperative are strengthened by its services but the need for adequate local funding is not alleviated by participation in the cooperative. Oregon law also permits the formation of special library districts - municipal corporations governed by an elected board which have the authority to present funding measures to voters in the district. There are eleven special library districts in Oregon that have achieved stable funding through tax bases for most of these libraries. There are still two special library districts that are funded by serial levies and need to go back to the voters for funding (Ginnane, 1990).

According to Ms. Ginnane the Oregon State Library sees consolidated county or multi-county library systems as a preferable governance and funding alternative for libraries in Oregon. Ms. Ginnane states that most of the consolidated county systems in Oregon maintain branch libraries which were formerly small city or volunteer libraries. The administration of these branches from a central headquarters library with professional management and countywide funding source has improved library service in the rural areas. Bookmobiles and books-by-mail programs are also used to extend library services. Oregon does have a large number of citizens without access to free public library service and the formation of county library systems would also reduce the number of untaxed/unserved citizens (Ginnane, 1990). Attached is a draft of the proposed "Oregon Public Library Consolidation Grant Program" (see appendix A).

According to the Oregon State Library a "consolidated county library" is a public library which is the sole provider of public library services to a county or multi-county area. The State Library in Oregon has identified six important benefits of consolidated county libraries. They are listed as follows: 1) There would be a need for just one library board, alleviating the stress on human resources in a sparsely populated area, 2) Improved management of the business affairs of the library would be possible, 3) Economies of scale would be realized in such areas as centralized book ordering and processing, reducing the combined costs now paid, 4) Improvements in planning library services would be possible. There would be greater coordination in the services provided if one library board was planning for the entire county and it may be possible to support management and supervision of library services by library professionals, 5) Library service can be improved through cooperative collection development, coordination of children's programming, reference question back-up service, coordinated outreach service, and resource-sharing and 6) Improved ability to levy taxes to support quality library service (Oregon State Library, 1989).

The Oregon State Library staff has written a brief paper on Library Districts in Oregon including the advantages and disadvantages of library districts (see appendix B).

The General Assembly of the state of South Carolina finds that county public libraries make a substantial contribution tc the education and recreation of the residents of the state (Law, 1990) (see appendix C).

The delivery of library services to rural communities needs to be improved. Statewide public library standards to encourage quality library development in all parts of a state should be developed and implemented. The state library system has an obligation to develop a statewide, comprehensive plan for making library services available to everyone and should recommend guidelines for boundaries for units of library service. Rural libraries have a responsibility to establish service priorities, but access to state and national information resources should also be a basic service in all rural libraries. According to the Illinois State Library Task Force on Rural Library Services Report the American Library's Association Planning and Role Setting for Public Libraries, are models of local planning but should also be considered for rural library planning. State library associations and other library groups should give increased attention to rural library issues on their meeting agendas (Illinois State Library Task Force, 1989).

Another important element for improving delivery of library services is that opportunities for continuing education, for rural librarians, library workers, and trustees should be made available. Dr. Bernard Vavrek, a recognized expert on rural libraries, contends that one of the major problems in rural libraries is the lack of academically prepared librarians. In his study, about 50 percent of rural librarians held baccalaureate or masters degrees in library science. Rural libraries average three full-time worker equivalents. Volunteers comprise about 25 percent of this service force. It is doubtful whether any other institution in our society depends upon the untrained person as much as the rural public library (Heasley and Price, 1988).

Each rural library should implement a marketing plan based on a needs assessment, an analysis of current and possible services, and a commitment to public relations (Illinois State Library Task Force, 1989).

Dr. Bernard Vavrek states there is a consistent lack of short and long term planning among librarians in rural communities. Dr. Vavrek contends that a partial explanation for the problem is that staff members are too busy delivering services. However, without planning and local surveying the library becomes an extension of the librarian's views rather than those of the community (Vavrek, 1989).

Carol LaClair states that the library must find out what the citizens want and cannot get from the community in the way of services and programming. The citizens also need to find out what the library has to offer them. A person cannot ask for something they do not know is possible; and the librarian cannot program without consideration of the people's needs (LaClair, 1988).

Daniel Barron and Charles Curran have developed a step-by-step community analysis program, Information Needs Assessment of Rural Groups for Library Program Development, designed specifically for the rural library. Curran and Barron believe that librarians do not know enough about the nonusers of libraries. These are individuals that never present their needs to the existing library system's circulation or reference desk, telephone, or bookmobile (LaClair, 1988).

Lawrence Grieco in a conference report on rural libraries believes that librarians must take the initiative to seek out the sometimes "invisible" patron, and identify and address the patron's needs. The key may be in not being content with satisfying the needs of library users, but to go beyond that - to find out the needs of the non-library user. The answer cannot be found at the circulation or reference desk, but is somewhere out in the community, and that is where the librarian must go (Grieco, 1986).

Lee Bock in a library conference presentation on getting rural non-users into the library stresses programming, with and for rural patrons, as a means of luring them into regular use of library services. Her library uses innovative programming with the involvement of the community in the planning and implementation of such activities as "ag" festivals, rural open houses, and special story hours using video tapes of livestock. Bock states that rural residents must feel a sense of ownership of their library. Bock encourages the active participation of 4-H and other farm organizations in library programs as a means of conveying that sense of ownership (Grieco, 1986).

Barron and Curran contend that we tend rely too heavily on osmotic forms of assessment. Because we have lived in a community for a number of years we tend to believe that we know what the community needs are. Librarians must go outside the library building and talk with the citizens. The citizens need to know who the librarians are, what the library is about, what resources it has available for the community, what services and programs it can offer to improve this community's quality of life - the citizen's quality of life (LaClair, 1988).

The personal approach is the most effective means of advertising library programs. Once the citizens know what the possibilities are and the librarian knows what the needs are, effective planning can begin for adult services in the community. Citizens should be invited to serve on advisory committees, during actual program planning, as they will know best what delivery of service will be accepted by their community. These citizens will also be the most effective sales force the library has by promoting the services to the community. It will be important to get the community's evaluation on the success and/or failure of the programs, with recommendations on what should be continued (LaClair, 1988).

The rural community may not have a local movie theater, stage theater, art museum, historical museum, or college and university. The citizen's may acquire their information through newspapers, magazines, radio, and television in limited quantity and quality. Contact with ideas, arts, and the humanities may be limited to the local school, church, or civic organizations. The library can choose to hold fast to the status quo and house the collection and be reactive in its service to its patrons. Unfortunately, only the person walking through the door and asking for a specific item will be served. The library should be proactive. The library's collection and staff should be available to all of the community's citizens. The library staff should make the citizenry aware of what the library is all about. As Thomas Phelps of the National Endowment of the Humanities states:

> "Librarians hold "pride of place" as an institution of the humanities. They house our books, records, and thoughts. How can these materials be accessed? As librarians, you should be concerned with facilitating access to these materials. Our mission is to encourage reading, discussion, and interpretation of humanistic themes. Your patrons want to participate in these programs, but often they just don't know how to become involved. Rural libraries should be one of the primary access points because they represent the only network in America that is constant. They are the only facilities in most small towns that offer this type of cultural activity. They provide more than just everyday information. They provide thought-provoking information and this is important" (LaClair, 1988).

Dr. Vavrek states that data from a recent study conducted by the Center for the Study of Rural Librarianship indicates that 70 percent of the 400 librarians surveyed had neither conducted an analysis of their communities nor prepared a plan of library development. (Vavrek, 1988).

A statewide survey was developed in Missouri to determine patterns of library use and needs as seen by library users. The goal of the project was to ensure that the State Library's plan for library services was comprehensive enough to meet the needs of the citizens of Missouri. The survey was conducted by Dr. E. Terrence Jones, Dean of the College of Arts and Sciences of the University of Missouri-St. Louis. It was funded through the federal Library Services and Construction Act, Title I. The survey addressed several topics: the saliency of libraries and their role in modern society, levels and types of library usage, reasons for library usage, obstacles to usage, assessment of library quality, familiarity with State Library services for the blind and physically handicapped, and support for more library funding and preferences for additional services (Show-Me Libraries, 1989).

According to a report by the Illinois State Library Task Force services to special populations in rural areas should be improved and maintained, i.e. senior citizens, children and young adults, non-readers, physically and developmentally disabled, and non-English speaking individuals. Included in the report is the recommendation that rural libraries continue to update and improve access to information through the use of new technologies (Illinois State Library Task Force, 1989).

Jim Edgar states the gap between urban and rural communities is narrowing. Small towns, through their libraries, can gain access to a whole new world of culture and information. With the new communication technologies, a small library can be linked to other libraries nearby, and to large public libraries and major universities in distant cities. With a good interlibrary loan program and efficient delivery of services, people can live anywhere, and still obtain the information they need, i.e. poetry, advice about business problems, or rare music recordings (Edgar, 1989).

Planning for library automation must be undertaken in a careful and detailed study of the services or tasks to be automated. The development of a long-range plan for the implementation of the service is critical. If the library will only be automating one aspect of its operation at this time, it still must take into consideration automation as a whole, the other library priorities, and how it will impact the library. There are many issues to be considered when considering the purchase of an automation system, i.e. developmental costs, projected system requirements, system evaluation, and vendor comparison. There are many costs which must be estimated in terms of design, hardware, application and system software, site preparation, file conversion, staff training, system maintenance, and other capital and continuing expenses related to the system. Any costs that entail building modifications should be included in the cost estimates (Virginia State Library and Archives, 1988).

Helen Stranathan and Ralph Teller in their article, "Computers and the Interlibrary Loan: A Boon to the Rural Community" state that today small rural libraries can serve the needs of business, education, and scientific organizations through the interlibrary loan network and computers. Businesses needing access to commercial and industrial databases are tied closely to their marketing information sources. In the past data collection agencies found it necessary to reside near information resource centers. Scientific and engineering organizations had to spend

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a great deal of time in travel or lost time pursuing information and data required for their operations. In the private sector, businesses were not willing to locate in small communities because of the inadequate resources. Small towns were unable to compete with larger cities for potential businesses. Through the use of new communication technologies, i.e. interlibrary loan and computer networks, the resources of the best libraries can be used even in the smallest communities. The information services have proven to be fast, complete, and cost effective (Stranathan and Teller, 1988).

Donna Leicht of the Shawnee Library System in Illinois notes the current trend toward "business incubators" sponsored by public and private sources. She urges libraries to become part of the solution to small business and farming problems. Small town officials need library resources. Big city managers have other resources to tap into but the small town local mayor or city managers may only have the library (Hennen, 1986).

Danny Hales of the Suwannee River Regional Library System in Florida stresses rural library over- emphasis on traditional reference materials and popular fiction. Residents of rural areas need subject information for life change decisions (Hennen, 1986). With the continuing farm crisis, Raffery states as farmers and their families are displaced from the land, the economic structure of the entire community is affected. For every six farmers that go out of business, one business on Main Street will close down. Families will move away causing schools to close. Churches will stand empty. Displaced farmers and business persons are seeking retraining for their jobs (Raffery, 1986). This re-education and training can only take place with the latest information resources being made available to the rural areas through the use of new communication technologies.

The Nebraska Library Commission has developed a Nebraska Information Network which connects Nebraskans to a broad range of resources through the use of modern information technology. Attached is a detailed summary of the types of services provided in the information network (see appendix D).

Heasley and Price suggest that rural librarians take full advantage of the current concern over illiteracy, poverty, the growing gap between urban and rural areas in employment opportunities, provision of community facilities and services, the increase in growth in rural elderly populations, lack of rural leadership, and when possible, voter attitudes favorable to expansion of library services in rural areas (Heasley and Price, 1988).

Richard Haycock and Glenn Wilde in their article, "Informational/Educational Needs in Rural Intermountain Communities" provide data about what rural residents perceived as informational and educational needs in eight rural intermountain communities in Colorado, Montana, Utah, and Wyoming. The Intermountain Community and Learning and Information Service project team, representing the state libraries and land grant universities of the four states, selected two sites in each state to conduct a survey of resident's perceptions of their informational and educational needs which were not being fully met from local resources. City and county elected and appointed officials, state and federal agency personnel, professionals (doctors, lawyers, teachers), local business and industrial leaders, farmers and ranchers, and community service organizations were the respondents. The following conclusions from the study included: 1) There is an in-migration of residents to rural communities, and these new residents tend to be younger and have a more formal education, 2) There are a number of informational resource centers which provide information to local residents, and the community library seems to be a favored resource center. Professional and problem-solving informational resources appear to be limited; users or potential users seeking such information generally must obtain it from external community sources, and 3) Although the Community Interest Inventory did not address the issue of training for rural librarians , this is critical to the successful and economic development of rural information services (Haycock and Wilde, 1984).

In order for libraries to reach more citizens and be more cost-effective there is a need to increase the coordination of some library services through cooperative agreements or consolidation. The Illinois State Library Task Force on Rural Library Services recommends that libraries serving large geographic areas seek practical ways to provide local library outlets in small communities, in cooperation with schools, senior citizen centers, and other community organizations. There should be a coordinated statewide commitment to rural library service development. Rural libraries should be committed to providing the same level of service as urban libraries. There is no justification for two levels of library service, one for urban residents and a less complete level for rural residents. Equal access to information through available local, state, and national networks should be a major goal for libraries. A minimum level of service is the right of all citizens served by tax-supported public libraries whether in rural or urban settings (Illinois State Library, 1989). 3.3 percent of the population of the U.S. does not have access to tax-supported public library service according to state library agency reports in the American Library Directory of 1985.

The goal of interagency cooperation is to share human and material resources in order to provide the community with information that is needed, but not available, at the local level. Resource sharing is one way to satisfy the information needs of library users. The interlibrary loan program provides shared access to materials by locating information about specific books or periodicals. Formal agreements between libraries and agencies for reciprocal borrowing privileges provide direct access to expanded materials by allowing visitors the same privileges given to the library's primary users. Automation, staff development, extension services, and shared facilities and personnel costs are additional opportunities for interagency cooperation (Virginia State Library and Archives, 1988).

Resource sharing through multitype library systems, networking, and interlibrary cooperation, should be emphasized to strengthen rural libraries. The State Board of Education, Department of Education, and other educational institutions involved in planning cooperative and complementary library services should be encouraged to work closely together with the public library system. School/public library cooperation could be enhanced throughout the states, especially in rural areas with high rates of unserved populations. Existing school districts, colleges and universities, or library system boundaries might provide a framework for dealing creatively with establishing or expanding tax-supported public library service areas (Illinois State Library, 1989).

Nan Mercier of Iowa states that it is very important that the different types of libraries be allowed to develop programs in their own area of expertise so that they can provide quality services appropriate for their stated missions. She adds that it is very unrealistic to believe that one library will be able to meet all of the needs of its patrons especially with today's limited resources. To be effective and efficient librarians would benefit from working together. In most areas, the many types of libraries are isolated from one another because of legislation, different missions, different clients and different funding sources. In other areas, shared services and cooperative efforts are taking place. Shared services means that both parties will benefit from the joint effort. Many times the benefits are not equal but the financial support of the shared services will balance the benefits. The shared services can be mandated, legislated, or through contractual agreements. Cooperative efforts assist libraries in stretching their resources. Cooperative efforts between libraries should be encouraged to determine what links between libraries are possible and effective. Adequate financial support is vital for these cooperative efforts (Mercier, 1987).

According to Paul McCarthy, the special challenge of Alaska, requires cooperation on a number of levels in a variety of ways not common in other areas. McCarthy encourages combined facilities which would incorporate library collection serving both the needs of higher education as well as public library needs. In most of Alaska's small population centers, there is a need for a quality public library. There is also a need for a library which meets the needs of the undergraduate and occasional graduate student who are taking academic programs with the University. McCarthy sees the combination of public library/community campus library as a viable alternative. The sharing of collections and facilities, staff, and the development of local expertise in using these collections are achievable goals. Combined efforts of the State Library, local government officials, and University librarians, can prove to be a very effective partnership in meeting the needs of rural citizens (McCarthy, 1988).

Rural libraries should take the lead in organizing networks of locally operating information providers, for example: chambers of commerce, farm bureaus, cooperative extension centers, social service agencies, and education institutions. Rural libraries should be members of regional, state, and national library networks. Carol LaClair recommends that the rural librarian talk with other service providers within the community to discover what they are doing currently, how the library can help them, and how they help the library. Duplication of efforts is not needed in a small community with limited resources (LaClair, 1988).

Sue Wanchock Lithgo in her article, "Public Libraries/Agricultural Extension Agencies - Potential for Cooperation" claims that these agencies are similar in their goals and the public would benefit from cooperation of the agencies. The libraries and extension agencies are responsible for disseminating information to their respective, often overlapping, audiences (Lithgo, 1987). Heasley and Price also see a need for increased interorganizational linkage. They too suggest a linkage be established between the rural library network and cooperative extension service network. The latter organization has offices in each of the approximately 3,100 counties in the U.S. The goals of the two agencies are similar in that both seek to provide educational opportunities for their rural clients (Heasley and Price, 1988).

Lithgo contends that the way the two agencies carry out their mission is a factor in cooperation in providing services. The public library serves as a central storage area where information is kept. The agricultural extension agency lacks a central storage area for housing its materials except pamphlets. It has to rely on other agencies to distribute its literature. The agricultural extension service should depend more on the public library for sharing resources and facilities. The more these two organizations share resources and facilities the more an overlap in users will occur (Lithgo, 1987).

A pilot project designed to pool the assets of the Texas County Extension Center and the Texas County Library is housed in Houston, Missouri. The basic objectives of the project are to determine: how rural extension centers and libraries can cooperate to facilitate the continued operation and future enhancement of both organizations, the procedural changes that occur within the respective organization in association with the program activities, and the increases in community awareness and usage of extension and library services and resources as a result of the program activities. A number of books, periodicals, and pamphlets in the areas of agriculture, gardening, and home economics have been purchased by the project which will increase the library's ability to meet the community's information needs. The university extension has supplied the main library with a microcomputer equipped with modem, monitor, and printer. The project now has access to LUMIN, the university library's on-line catalog, which contains more than 400,000 records, and to the Agricultural Electronic Bulletin Board, which provides information on farm marketing, farm management, agricultural law updates and daily weather forecasts for nine regions of the state. Library staff have received training from university faculty in database searching techniques. The project is using branch libraries to reach the communities by mounting displays, holding small meetings, loaning VCR tapes, films and supervising examinations for correspondence work. The designers of the project think it will work because they have the environment, the need, and the people. University personnel are looking at the project from the viewpoint of practical, accessible material to assist the average farmer, housewife, or business person who has no time to study a scientific paper and who wants usable facts right now. Telephone, computers, and easy access to reference materials can facilitate this if they can get the word out to the public and back it up (Johnson, 1987).

Jim Edgar states that a "County Access Center" located in a government facility and administered by a regional library system, should access and distribute the full-range of information services provided by local, state, national and international library networks to predominately rural areas using state-of-the-art communication technology (Edgar, 1989).

In 1982 a Joint Congressional Hearing on "The Changing Information Needs of Rural America: The Role of Libraries and Information Technology" was held. During the Congressional hearing national, state, and local programs were presented that are attempting to meet the rural information demand. The following is a summary of some selected programs, new and old, which are helping supply information to rural citizens (Heasley and Price, 1988).

Nationally, the Cooperative Extension Service and the National Agricultural Library have joined forces to form the national USDA Rural Information Center (RIC). RIC is designed to combine the resources of the largest agricultural library with the subject matter expertise of the Extension's educational network. The primary goal of RIC is to provide information to local government officials who research, develop, support, and implement rural development programs. Local officials should be able to access RIC through a computer telephone network linking county and state extension offices with RIC's headquarters at the National Agricultural Library in Maryland (Heasley and Price, 1988).

On the inter-state level, the states of Colorado, Utah, Montana, and Wyoming are part of the Intermountain Community Learning and Information Services Project (ICLIS) funded by the Western Rural Development Center and the W.K. Kellogg Foundation. The project began in 1979 by assessing the rural informational and educational needs in the intermountain states. The study found that of the rural residents surveyed, nearly one-third had to leave their hometown to get needed information. As a result of the assessment, the ICLIS project began developing services in relation to the following mission statement: "To deliver educational and informational services to rural residents through application of telecommunications and information technologies in the rural public library" (Heasley and Price, 1988).

On the state level, the New York State Legislative Commission on Rural Resources established a rural information library and a newsletter, Rural Futures. The commission outlined three action strategies of interest to rural libraries. They are: 1) become a clearinghouse for information, research, and technical assistance to rural local government including the development of inter-municipal cooperative arrangements, 2) provide comprehensive information for rural areas on existing public and private rural development programs, and 3) provide a competitive grants program to explore the concept of interactive instructional networking through distance learning (Heasley and Price, 1988).

On the regional level, the South Central Minnesota Interlibrary Exchange (SMILE) serves a nine-county area in Minnesota. The function of SMILE is to link the region's school, special, public, and academic libraries with the broader information and library sphere. In addition, SMILE works to develop local libraries, identify and share resources, and improve professional competence of the area's rural library staff. The SMILE system serves over 120 public, academic, school, and special libraries. These libraries have access to interlibrary loan and a regional reference service. According to Barbara Sheldon Monie, Coordinator of SMILE, "The rural resident has the needed resources of the regional, state, and often nation at his or her fingertips with a few days of the request" (Heasley and Price, 1988).

On the local level, a ten year old, Jason Hardman in Elsinore, Utah, started his own library in an unused room in the town hall. He started his library with books donated by the literacy club and community members. A neighboring city library donated their duplicate books. Within two months he had collected 4,000 books. He was the only librarian, and he kept the library open from 4-6 pm on Tuesdays and Thursdays (Heasley and Price, 1988).

Alan Hall in his article, "Hands Across the Road" writes that bookmobiles are noticed by public officials. At a budget hearing in Jefferson County, Ohio, the library's bookmobile was the only library service specifically mentioned by members of the county's budget commission. In this area Hall claims that the public loves its bookmobile. It is perceived by the residents as one of the few government services which is responsive to rural areas. That alliance has been strengthened by further programs, such as mailing requested materials directly to patrons for return at the next stop (Hall, 1986).

An article in the Pennsylvania Library Association Bulletin describes a special project that provides books on loan for citizens riding the county's van transport service and/or waiting in a doctor's office for several hours. The Cumberland County Library System has found a way to make the wait more palatable with a new book loaning program. Senior citizens, handicapped individuals, and anyone else using the county's van transport can borrow paperbacks stored on the vans. Each of the l7 vans has a basket with a variety of books and a sign inviting people to use the books and return them at their leisure to the van or a local library. The library system will continue to supply the transportation department with boxes of books to restock. All of the books are donated to libraries across the county, so the program is essentially free. The books are considered to be expendable because they are donated. Anyone not returning a book will not be fined. There are no due dates; riders just borrow the books until they are finished reading them (PLA Bulletin, 1989).

A six month pilot project conducted by the Pennsylvania State Library called the Statewide Library Card System enables residents of one community to borrow books from participating libraries in other communities of the state. Elliott Shelkrot, State Librarian, has said that the success of the first three months of this project shows that the Statewide Library Card System can go a long way to reduce the artificial barriers to libraries created by municipal boundaries. The Governor's budget request includes a section called library access which reimburses libraries 80 cents each time they lend a book to someone from another community. This rate is based on a study completed in 1985 which found 80 cents to be the average cost of borrowing a book when considering staff time and wear and tear on the book. The Statewide Library Card

System pilot project, is funded through a federal Library Services and Construction Act Title I grant. Similar statewide library borrowing programs are already in place in Connecticut, California, Massachusetts, and Maryland (PLA Bulletin, 1986).

Garnett McDonough in her article, "Loan" describes the Libraries of Ohio Access Network (LOAN) service. The LOAN program provides that a citizen of Ohio can borrow printed materials from any voluntarily participating public library. The design of the LOAN program is based on the experience of citizen-access programs in other states and the results of the survey conducted among Ohio libraries. The design was aided by the fact that Ohio libraries have a strong existing pattern of lending to non-residents.

The procedures of the LOAN program are simple. Under the voluntary program, the board of trustees of a library will have the option to decide whether or not to participate. Libraries participating will lend print materials, over the counter, to non-residents (persons who do not live in the library's legal service area or county) who are citizens of Ohio. The lending library can honor the non-resident's home library card or issue the non-resident a card. The same policies will apply to a non-resident as apply to residents. Borrowing privileges for residents will be the same for non-residents. The effect of the LOAN service on the public's perception of the library system can be very positive. The vast majority of funding for all public libraries comes from all citizens in Ohio through the state income tax collections. A logical step is to create a statewide over-the-counter service for all citizens. The initiation of a statewide borrowing program by the library community is a wise step and preferred over a legislatively imposed program. The LOAN program provides public library's an excellent opportunity to serve the citizens. The LOAN program's effect on a public library itself is also positive. Studies of other state's citizen access systems indicate that users do not travel from library to library but rather settle on a library that is convenient. They use libraries located on their commuter routes and near their employment and shopping sites. Users appreciate the elimination of "red tape" that previously prevented them from using libraries outside of their community. Problems with overdue and lost materials are minimal. Studies indicate that the non-resident is no more likely to return books late or not return books at all at the same rate as residents. Some studies reveal that the non-resident is less of risk of being a "bad" borrower than the resident borrower. Under the LOAN program, when a book is returned to the non-lending library, this library will return it to the lending library. Mailing costs can be obtained from the borrower. If the books are overdue, the library to which it is returned will collect and keep the fines in accordance with their fee schedule. Fines are not transferred from one library to another. The procedures of the LOAN program are streamlined and are designed to keep cost to a minimum. The LOAN program, giving citizens the opportunity to borrow print materials over the counter from participating libraries, is an effective tool for Ohio libraries to provide services and to promote libraries (McDonough, 1987).

In a recent study of public libraries in Illinois, statistics indicate that rural libraries tend to have significantly fewer books, loans, and expenditures. On a per capita basis, however, they differed significantly from non-rural libraries only in operating expenditures. For 306 rural libraries, the mean operating expenditure per capita was $9.88, the median, $8.86; for non-rural libraries, the figures were $30.24 and $14.53 (Hennen, 1986).

According to the American Library Association, in December of 1986 Idaho ranked 45th in the ranking of states in aid for public library services (see table below).

Rank of States in Aid for Public Library Services

Rank	State State Aid	State Aid	Per Capita	FY	Local Support Capita	FY	Total Per
23	Colorado	$2,324,092	$.73	87	$11.69	85	$12.42
38	Oregon	$ 320,000	$.12	87	$10.58	85	$ 9.17
40	Wyoming	$0	$.00	87	$23.02	85	$23.02
41	Washington	$0	$.00	87	$17.64	85	$13.97
42	Utah	$ 27,500	$.00	87	$13.97	85	$13.97
45	Idaho	$0	$.00	87	$10.53	85	$10.53
48	Nevada	$0	$.00	87	$ 7.87	84	$ 7.87
49	Montana	$0	$.00	87	$ 6.73	85	$ 6.73

In an article, "Priorities and Libraries - What priority do state and local governments assign to public library services" a table showing the state and local expenditures for public libraries in 1982-1983 ranks Idaho 30 (see table below).

State and Local Expenditures for Public Libraries 1982-83

Rank	State	As Per Cent of all Gov. Exp.	Library Expenses
4	Washington	.54	$75,400,000
16	Utah	.46	$19,300,000
17	Wyoming	.44	$ 9,100,000
19	Colorado	.42	$33,200,000
26	Nevada	.36	$ 9,100,000
28	Oregon	.36	$26,200,000
30	Idaho	.34	$ 6,200,000
31	Montana	.33	$ 6,600,000

The following table represents the number and percent of public libraries in seven western states by State and amount and source of income in 1988 (see table below).

State	# of Libraries	# Reporting Income by Source	Total Income for Libraries Reporting Income by Source	Local Income	State Income	Federal Income	Other Income
Colorado	129	129	$62 Mil	$55 Mil	$1 Mil	$917,644	$5 Mil
Percent			100.0	89.5	1.7	1.5	7.3
Idaho	111	107	$10 Mil	$8 Mil	$237,855	$246,855	$2 Mil
Percent			100.0	77.3	2.3	2.4	18.0
Montana	82	77	$7 Mil	$6 Mil	$0	$147,231	$749,806
Percent			100.0	87.4		2.1	10.5
Oregon	126	125	$39 Mil	$37 Mil	$432,880	$502,788	$2 Mil
Percent			100.0	93.6	1.1	1.3	4.0
Utah	69	69	$24 Mil	$21Mil	$520,370	$563,713	$1Mil
Percent			100.0	89.4	2.2	2.4	6.1
Washington	70	70	$100 Mil	$80 Mil	$1 Mil	$649,605	$17 Mil
Percent			100.0	80.7	1.4	0.7	17.2
Wyoming	23	23	$10 Mil	$8 Mil	$0	$108,667	$2 Mil
Percent			100.0	82.7		1.1	16.2

*Income rounded off to the nearest million

Source: 1989 Survey of public libraries, National Center for Education Statistics

Libraries are in constant need of alternative revenue sources. There appears to be very limited research on the subject of alternative local revenue sources for libraries during the past ten years.

In the Standards for Oregon Public Libraries: 1988 it is stated that all public libraries need adequate and stable funding from private and public sources. Adequate funding should be provided so that a wide range of services can be provided to residents without charge. The standards for total annual support of public library services, from public and private sources, are as follows (1987 dollars):

Population served by library	*Adequate*	*Excellent*
1 - 1,999	$30,000	$50,000
2,000 - 4,999	$15 per capita	$30 per capita
5,000 - 9,999	$13 per capita	$28 per capita
10,000 - 24,999	$13 per capita	$25 per capita

(Oregon Library Association, 1988).

The State Library in Texas continues to offer financial assistance to newly established, county-funded libraries through the Establishment Grant Project. A newly established library can receive a minimum of $20,000 per year for up to three years to help build up a book collection, purchase library furnishings and other equipment, or to provide whatever other support is needed (Library Developments, 1986).

In Virginia a public library may receive funds in a variety of ways, but the main source If tax revenues from the local government. Other sources include endowments, gifts, and state and federal grants-in-aid. However, these sources are supplements to, not replacements for, local funding support for public libraries. The required operating expenditures per capita for adequate library service vary with the size of the library and its services. Careful thought must be given to long-range planning and goals when formulating appropriations requests. Library officials must be responsible for ensuring that the taxing authorities are aware of library services being provided, areas in which a library may be deficient, and funds needed to allow a library to meets its goals. Effective public relations can mean the difference between a barely adequate library budget, and excellent support from funding officials as well as the general public. A library runs the risk of providing substandard service when spending is less per capita than indicated by the long range plan and goals. (Virginia State Library and Archives, 1988).

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According to the Nebraska Library Commission's Strategic Plan there is an uneven and inadequate pattern of funding for library services at both the local and state levels. Many areas of the state provide little or no tax support for library services. In the plan it is stated that fewer than half of the state's public libraries have an annual revenue over $10,000, and many of the larger libraries are experiencing a decline in financial support. Attached is a statement of the goals and strategies proposed by the Nebraska Library Commission to address these issues (see appendix D).

The California State Library views the rural county versus all other jurisdictions. In California the rural counties are extremely dependent on the property tax. The agricultural land values have not prospered recently and the depressed rural economy does not generate higher-value residential resales. According to a report by Cy Silver, a consultant to the California State Library, the agricultural areas do not generate sales tax compared to those in urban areas. The state of California does not adequately meet the growing costs of mandated county services and the counties are left to subsidize those from their limited discretionary funds. This leaves little funding for libraries. According to Silver, the rural counties spend the least on library services (Silver, 1990). Cy Silver has developed options for organizing and financing countywide public library service (see appendix E).

In Mississippi the libraries are established by counties and municipalities. County and municipal taxes are used to fund the libraries as well as state aid (see appendix F).

In 1986 the Northwest Regional Library System received a Title I grant from the Library Services and Construction Act. This grant was made available through the State Library of Iowa. The provisions of the grant proposal were that the Northwest Regional Library would use the funds for purchase of books and other materials on fund raising and alternative income sources for libraries. These materials would be made available for loan to all libraries in Iowa, and a bibliography of titles would also be made available for the convenience of those libraries wishing to borrow any of the materials. Libraries wishing to borrow materials from this collection should call or write the Northwest Regional Library System, 6th and Jackson Streets, Sioux City, Iowa 51105 (712/279/6168). The bibliography is as follows:

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Newsletters:
Corporate Giving Watch: News and Ideas for Nonprofit Organizations Seeking Corporate Funds, Washington, DC: The Taft Group, monthly; Foundation Giving Watch: The Monthly Report to Nonprofit Organizations Seeking Foundation Support, Washington, DC: The Taft Group, monthly (Cresap, 1987).

Heasley and Price contend there are many ways in which rural libraries can meet the challenges of rural environments - from people challenges to community challenges. They argue that the future of rural libraries, and the critical role for them in rural communities are limited only by the lack of creativity, vision, and leadership abilities in people (Heasley and Price, 1988).

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APPENDIX C

Summary of Questionnaire Survey of the State Libraries in the Fifty States

1. What revenue sources are used in your state to fund rural library services? Please indicate what revenue categories are used in your state.

Maine - Property Taxes, Gifts, Donations, and Other Sources: Modest State Aid

Wyoming - Property Taxes, Miscellaneous Fees, Gifts, and Donations

New York - Property Taxes, Gifts, Donations, and Other Sources: State and Federal Aid

Ohio - Other Sources - State Income Tax 6.3%

Washington - Property Taxes, Gifts, Donations, Nonresident Card Fees (Some), and Other Sources

South Dakota - Property Taxes, Gifts, Donations, Nonresident Card Fees, and Other Sources

Indiana - Property Taxes, Miscellaneous Fees, Gifts, Donations, Nonresident Card Fees (very small part of income) and Other Sources

Florida - Property Taxes, Miscellaneous Fees, Nonresident Card Fees, Resident Card Fees, Gifts, Donations, and Other Sources

Library governance and financing in Florida is very complex. In general, county library services is established by ordinance of the Board of County Commissioners, or by referendum and a special act of the Legislature in the case of special districts or special tax districts. County library service, when it meets certain conditions of law and rule, is eligible to receive State Aid to Libraries. Libraries qualifying for State Aid serve 95 percent of the residents of Florida and are required by Section 25766.17(2)(c), Florida Statutes, to "give free library service to all residents of the county or residents of the special district or special tax district." "Free library service shall constitute as a minimum the free lending of library materials that are made available for circulation and the free provision of reference and information services." (s. 257.25, F.S.)

County libraries received revenue from four main sources in FY 1988:

Local	83%
State	6%
Federal	2%
Other	9%

County government derives revenue from several main sources, the largest of which are: Property taxes, Sales and use taxes, Utility service taxes, Intergovernmental revenue (a portion of the state sales tax returned to local government), Charges for services (i.e., general government, public safety, physical environment, transportation, recreation, and culture), Fines and forfeitures, and Miscellaneous revenues (i.e., interest earnings, special assessments).

County governments use their revenue in a number of patterns, but as property tax revenues account for nearly one-half of the income, it is most likely that libraries are supported from that source.

State Aid to Libraries is funded from the State General Revenue Fund which is largely financed by the state's six percent sales tax.

Federal Aid to Libraries is financed out of allocation of the Library Services and Construction Act.

The "other" source of funds includes fines and gifts and donations.

South Carolina - Property Taxes, Other Sources: State Aid

Oklahoma - Property Taxes, Miscellaneous Fees, Gifts, Donations, Nonresident Fees, and Other Sources

Single unit libraries are supported by sales tax and multi-county libraries by property tax. Other sources of revenue, including nonresident card fees, gifts, miscellaneous fees, etc. from 6% of their budgets.

Maryland - Property Taxes, Gifts, Donations (very minor revenue source), Resident Card Fees (state law says library services must be free except for BCPH video cassettes) and Other Sources: other taxes, much of the financial support is from income tax.

Kansas - Property Taxes (93%), Gifts and Donations (.25%) and Other Sources: State General Fund 5% and Library Services Construction Act (federal) 1.75%.

California - Property Taxes, Miscellaneous Fees, Gifts and Donations, Other Sources

New Mexico - Property Taxes, Gifts, Donations, Other Sources

Minnesota - Property Taxes, Gifts, Donations, and Miscellaneous Fees

North Dakota - Property Taxes, Miscellaneous Fees, Gifts, Donations, Nonresident Card Fees, and Other Sources

Utah - Property Taxes, Gifts, Donations, Nonresident Card Fees, and Other Sources

Nebraska - Property Taxes, Gifts, Donations, Nonresident Card Fees, and Other Sources: State Aid

Oregon - Revenue sources used to fund rural library services in Oregon: Property Tax - paid by those rural citizens funding their local city, county, or district libraries. Nonresident card fees - paid by those rural citizens who do not contribute taxes toward a local library but who may live close enough to local library. Gifts and Donations and the State Library Development "per capita" grant may also be part of the resources of tax-supported libraries but are not the sole support of any rural library service. O and C Funds - a few rural counties receive a share of federal funds through agreements dating from the time when the Oregon and California Railroad used county and land for rail lines to haul timber. O and C funds are income for county general funds from which libraries may be funded. Federal Library Services and Construction Act - grants awarded to public libraries may demonstrate a new service or assist in serving some underserved group but these grants are short-term. Continuing such projects is a local responsibility.

Refer to the income and expenditure pages from the Director and Statistics of Oregon Libraries: 1989 as an information sheet on Oregon's "untaxed/unserved" population.

Montana - Property taxes, nonresident card fees, and other sources: tax levy - special library fund

Tennessee - The state of Tennessee does not fund public libraries directly, but the Regional Library System, composed of both multi-county and single-county library systems that receive both state and federal funds, provides services and resources to the public libraries in their system. In the multi-county regions, this service is especially important to the small rural libraries. The local government general fund, composed of tax revenue from various sources (business, sales, property, etc.), provides funding for libraries. Another source of funding for libraries can come from gifts or donations. Trust funds provide a large source of revenue for some libraries in Tennessee.

Property Taxes, Miscellaneous Taxes, Gifts and Donations, and Other Sources.

Property Taxes and other taxes (business, sales, etc.) appropriated by local government. State allocations to regional library centers only. The regional staff provides services, and resources to local libraries in the region. LSCA Direct Services Grants to individual libraries. Gifts, donations, and trust funds.

Library Financing: Tennessee Code Annotated: Title 10:1-106: Development of program - Budget: "The management board shall development a state library program calculated to meet the needs of the state and the requirements of its citizens for such services. The management board shall annually prepare and submit to the governor and to the general assembly a budget consistent with such program and shall operate the state library system within the financial resources available. The management board shall take appropriate action each year to encourage adoption of its budget proposal." Title 10:3-102: Taxes - Levy. "(a) Upon the decision of such county legislative body and/or city governing body to establish, maintain or support a free public library, or to contract with another library for library services, or to contract with one(1) or more counties or cities for joint operation of a free public library, it shall levy for the purpose a property tax, or shall use therefore funds raised by taxes for county or municipal purposes, such a library service being declared to be a county or municipal service."

Mississippi - Property taxes, Miscellaneous fees, Gifts and Donations (see Mississippi Code, 1972, Section 39-3-1 through Section 39-5-5 enclosed and highlighted).

West Virginia - Miscellaneous fees, Gifts and Donations, Other Sources (State per capita and local money).

Virginia - Property taxes, Miscellaneous fees, Gifts and Donations, Nonresident card fees, other sources (endowments, interest on deposits, and State aid). See attached materials for further information on financing.

Missouri - Property taxes, Gifts and Donations, Nonresident card fees.

New Hampshire - Property taxes, miscellaneous fees, gifts, donations, and other sources.

2. In Idaho, we are particularly concerned about our heavy dependence upon the property tax, particularly in rural areas with large parcels of agricultural land. Would you please discuss any non-property tax revenue sources in your state that would address our problem?

Maine - 1.2 million residents; 30,000 square miles (larger than the rest of New England combined); State Tree: Eastern White Pine.

Maine public libraries are individual organizations - we do not have county libraries, nor do we have formal system libraries. Many are still non-profit "private", in that they are governed by self-perpetuating boards of trustees.

The property tax is the primary source of revenue. Several have rather large endowments which generate considerate support but the property tax is the primary source. There is some state support: 23 cents per capita, plus a very modest stipend ($20 to $200) for the purchase of books.

Wyoming - Non-property tax revenue generates 10% of the total public library revenue in Wyoming (FY88). Only a few counties in Wyoming have elected to authorize a 1% optional sales tax available to them for revenue other than special short term capital construction projects. Only one county in the state routinely earmarks funds of approximately $100,000 per year from that source for that county's library system. This is 10% of its operating budget. All other non-property tax revenue is sporadic and plays only a minor role in funding.

New York - Seventy percent of support statewide is local (property) tax money, 15% is State and Federal Aid, and 15% is endowment and other gift money in New York State. If income taxes are increased they can be as repressive to a state's economy as property tax.

Ohio - Public libraries in Ohio have statutory authority to levy additional operating tax levies through their taxing authority. ORC 5705.23. 39 out of 250 public library systems have passed an operating levy and are receiving income from this source in addition to income from the state income tax revenue.

Washington - Washington has a timber tax and in incorporated cities, the allocation for the city library is from both property and sales tax revenues. Excess tax levies and bonds are voted on by citizens, as well.

South Dakota - Same problem! We are investigating state aid for public libraries. Only preliminary discussions have occurred to date. A unified request is expected to be submitted to the Legislature in January. Some libraries have joined with local school districts to form joint public/school community libraries. This saves a little money (which is quickly spent on books or salaries). Since school libraries depend on property tax and state aid, this is only a partial solution.

Indiana - During the 80's Indiana also struggled with the problem of dependence on property taxes. Two versions of an income tax have been passed which counties may choose to adopt. The first is called county adjusted gross income tax (CAGIT). CAGIT revenue is distributed to local taxing units such as libraries mainly as replacement dollars for property tax revenue. the other tax, county option income tax (COIT), raises additional funds which can be used to increase local budgets. Property taxes now make up 71% of local operating income and county income taxes 8.6%.

Florida - Most county libraries probably receive revenues derived from property taxes. Some localities use a portion of the local sales tax to support library services as well as impact fees. In this high growth state new residents are assessed an impact fee in some localities in order to pay for connecting them to local services (i.e. water, sewer, parks and recreation, and libraries).

South Carolina - At the present time most local support for public libraries comes from the property tax levied by county governments. Our legislature has just approved a local option sales tax which will allow local governments to impose a 1 cent sales tax if approved by a local referendum. It is anticipated that this will relieve some of the burden on the local property tax. Public libraries also receive State Aid which comes from the general state revenues, including sales taxes, industrial property taxes, etc.

Oklahoma - Local libraries are supported as part of city government. The primary source of revenue there is sales tax, supplemented by fees and operation of utilities sometimes. Other sources of local revenue are almost incidental. Those persons who reside in multi-county library areas (28 of 77 counties) receive library service almost totally supported locally by property (ad valorum) tax.

Maryland - Maryland has a state income tax with a "piggy back" local tax included. I calculate my state income tax which was $3,400 last year and then add another 50% of that amount which is returned by the state to my resident county. This "piggy back" tax is the largest revenue source for the county. My tax on my home is less each year than my "piggy back" tax to the county.

Kansas - Grants-In-Aid to public libraries and library systems, approximately 5% of all library funding comes from the state general fund (primarily state income tax). Revenues from the state lottery (Economic Development Improvement Fund) may be used to fund library services which support economic development.

California - We are equally concerned about the property tax, and have found no easy solution. California has a direct state aid to libraries program that can provide a maximum of 10% of the local library budget. It has high maintenance of effort provisions that some libraries cannot meet, and it has never been funded at more than 50% of the authorization. Our Proposition 13 cap on local taxes has led to serious decline in public services in many areas.

New Mexico - Federal funds are used to provide bookmobile service, statewide (LSCA). State funds (General Fund) are used to provide Books-by-mail service statewide. A combination of city and county money is used to provide bookmobile service in Dona Ana County.

Minnesota - In Minnesota, by far the largest proportion of funding for public libraries comes from local sources. While the local funding often is property taxes, it may also be intergovernmental revenue - that is, general government aid paid to local units of government.

North Dakota - Minimal income from: Mobile Home Tax, Homestead Act Fund, Personal Property Replacement Fund, and Interest and Penalty on late taxes.

Utah - In Utah, property tax and sales tax are the most common sources of local government tax revenue. Utah's rural public libraries are generally funded out of a combination of those two sources, although Utah law provides that cities and counties may impose a local property tax for library service not to exceed .001 (0.1% of taxable value). Most Utah libraries are funded out of the general fund. Out of 69 jurisdictions in Utah which support public library service, only

24 do so wholly out of property tax. Although this would seem to indicate an acceptable non-property tax revenue source for rural public library service, the reality is that other local revenues coming are just as constrained as property taxes. The whole rural infrastructure, in many cases, is too under-developed to adequately support library service.

Nebraska - State aid to public libraries provides a means of supplementing local revenues. The revenues from state income and sales tax are a means to equalize the income levels for public libraries.

Nebraska Strategic Plan (October 1989): Goal - Develop improved local funding for public library services in all areas of the state. Objective A - Support projects to provide accredited, tax-supported public library service through expansion or merger of existing library service areas, or establishment of new libraries. Strategies - Distribute a report indicating the population and tax base of: Areas which are not currently taxed for public library service, Areas which support unaccredited public library service, Counties which receive accredited library service but provide only nominal tax support. Explain options, on request, for access to accredited library service, in cooperation with library system personnel, with librarians and trustees, local government officials, and citizen groups. Distribute to libraries and other groups a description of options for organization of library service units (county and regional libraries, contracts for services, combination of existing libraries, etc.). Provide grants for projects to expand the availability of accredited, tax-support public library service. Objective B - Assist public libraries to improve funding and services through the library accreditation program. Strategies - Continue to provide workshops that will help librarians and trustees to understand the public library guidelines and to plan for reaching accredited status. Reconvene the accreditation committee to assess, review, and upgrade as necessary the public library accreditation guidelines. Adopt and implement the revised accreditation guidelines. Objective C - Involve libraries in the public library planning process to help them be more effective in getting increased local funding. Strategies - Implement a promotional program to increase awareness and knowledge of the public library planning process. Implement a program of incentives to induce public libraries to undertake the public library planning process. Provide training and consulting services for use of the public library planning process as requested. Objective D - Initiative review of state statues to determine changes needed to provide maximum flexibility in the manner in which public libraries are established and funded. Strategies - Establish a task force to review library statutes. Develop a process for review of library statutes. Goal 2 - Obtain additional state and federal funding for Commission programs. Objective A - Provide increased state and federal funds for accredited public libraries and multitype library cooperation. Strategies - Review and evaluate the amount and allocation of state aid to public libraries with input from the public library community. Request state funding to replace federal funds utilized in the operation of the Commission and the Library Systems and reallocate those federal funds to grant projects.

Oregon - Oregon's tax structure is also heavily dependent on property taxes. The school districts receive some portion of their state funds from the state income tax but property taxes provide the major share of school revenues. Other taxing districts, including cities and counties operating public libraries, and special library districts, are dependent on property taxes to fund their libraries. Cities and counties have other sources of funds such as cigarette, liquor, and gasoline taxes, etc. State Library Development "per capita" grants from the State general fund comprise approximately 1% of total library income in Oregon.

Montana - No response.

Tennessee - Non-property tax revenue sources: local government general fund, LSCA Direct

Service Grants, State support (approved by State Library and Archives Management Board), Long-Range Program for Library Services and Development: Goal 8.2: Funding - "Local governments financially unable to support their public libraries at levels specified in the Minimum Standards for Tennessee Public Libraries will be eligible for certain financial assistance form the Tennessee State Library and Archives in order to bring library services and resources up to minimal standards."

Mississippi - All local tax sources for the support of public libraries, both rural and non-rural, are generated by property taxes. Taxes for the support of public libraries can be appropriated through the general fund or mail levies. Fees, gifts and donations account for a small portion of library funding and vary from library system to library system.

West Virginia - Funding comes from city, county commission or Board of Education. State Library distributes state money on a per capital basis. Local fees, fines, and money raised by Friends groups account for about 5% of total revenue.

Virginia - Not aware of anything.

Missouri - Nothing unusual. We do not support the use of fees. We approve the use of gifts and donations.

New Hampshire - Local tax revenues - property taxes - provide the bulk of public library support, 86% of the total in 1988. Most libraries in New Hampshire have some trust fund income, from less than $100.00 yearly to many thousands of dollars. It is not a major source in larger libraries; there are several small libraries where this income is the only source. Gifts and donations are accepted by all libraries, but are a minor portion of their income. Miscellaneous fees usually includes overdue and lost/damaged charges, copier fees, and for the larger libraries, database searches. None of these are significant amounts; the aggregate comes to about 12.5% of the total income.

3. What, if any, is the relationship of local libraries to the state library?

Maine - Local libraries are independent. The state library does provide state aid and many forms of advisory service. The state library is the coordinating agency for the Maine Regional Library System - which includes support of area reference and resource center ILL service, a district consultant for each of the three districts, and direct free access for all residents in the respective districts.

Wyoming - Wyoming Statute 9-2-416 (c) states that the State Library "is responsible for extension and development of library services throughout the state". Within this context the State Library provides consultation to boards and directors on many topics, offers a variety of continuing education and staff development opportunities and proves the majority of funding for a shared computer system for a statewide bibliographic database and automated circulation functions. The State Library is currently planning for new networking among school and public libraries as it is transferring general library resources to libraries and getting out of the business as being a book resource for those libraries.

New York - Seven hundred thirty-nine public libraries in New York State are members of 22 public library systems. They range in size of service area from the New York Public Library (2,949,470) to a community of 95. Two hundred fifty-seven rural libraries serve a population of 2,500 or less in this state. Membership in a library system brings cooperative services such as processing, consultant assistance, and pool collections of library materials. Individual libraries receive cash grants from their system. Rural areas without libraries receive service from bookmobiles and books-by-mail. The services provided come under a system plan of service approved by the Division of Library Development of the State Library. The systems are supported primarily by $56 million in State aid.

Ohio - The State Library provides a free consulting service to local libraries in Ohio. The State Library administers the LSCA (Library Services and Construction Act) program by granting funds to libraries for specific programs. On a contract basis, cataloging services are also available to local libraries. Smaller libraries use this service in lieu of establishing their own cataloging departments. Also through contract agreements, the State Library provides bookmobile services in 17 counties in the state for local residents.

Washington - Local libraries are not legally related to the state library. Local librarians and boards ask for consultative services from WSL, receive LSCA grants and continuing education, interlibrary loan services and reference services.

South Dakota - The local libraries depend on the State Library for backup reference service and for coordination of the statewide on-line automated catalog and interlibrary loan activities. The State Library also provides a linkage to MINITEX for regional interlibrary loan activities. Local libraries are governed by state law but the State Library has no enforcement powers, other than limiting the distribution of LSCA Title II and III grants to "legally established" libraries. The State Library is also responsible for most of the continuing education provided for school and public librarians.

Indiana - The State Library mainly acts as a consulting agency and advocate for libraries. We also have standards which are promulgated by the state library which public libraries must meet in order to receive any state or federal funds. We work closely with the Indiana Library Association in legislative activities to benefit libraries.

Florida - Local libraries have governances independent from the State Library. The Division of

Library and Information Services is a full-service agency which provides a variety of services to local libraries: Bureau of Library Services - Florida Library Information Network (interlibrary loan of library materials), Statewide Film Service (16mm films to public libraries), State Documents Depository System, Reference and Research Service, and Special Collections (Floridiana, State Planning). Bureau of Library Development - General Library consulting, Speciality library consulting (i.e., children and youth, adult, institutional, literacy, trustee and Friends, continuing education, library construction), Grants and aids (state and federal aid administration and assistance) and Publications. Bureau of Interlibrary Cooperation - Interlibrary cooperation consulting, Automation assistance, Florida Library Network development, Grants and aids (state and federal aid administration and assistance). Bureau of Archives and Records Management - Public services (includes State Photographic Archives, genealogy, and manuscripts), Documents Preservation Laboratory, Records Management Service (i.e., consulting with state and local governments, COM production, source documents microfilming, State Records Center).

South Carolina - There is a close relationship between the county library systems in South Carolina and the State Library since many of them were established with the assistance of this agency. The State Library administers both state and federal aid and both of them are used as incentive grants. The libraries must meet requirements as to legal establishment, legally appointed library boards, staffing, hours, standards of service, etc. The situation in South Carolina differs from that in other states in that county-wide library service is mandated by state law. There is a unified county library system in all forty-six counties of the state. We do not have independent town or city libraries, but instead they are branches of the county library system. Since all state and federal aid is extended through the county system, this strengthens them and provides incentive for the county governments to increase support. In addition to financial aid, the State Library provides consultant services, continuing education, reference and interlibrary loan, and other support services. All units of the county systems participate in these services.

Oklahoma - The local libraries, whether single unit, or multi-county, are completely autonomous. Local libraries receive about 5% of their revenue from state sources, largely state aid through the state library budget; and 3% of their budget from federal monies, much of that Library Services and Construction Act dollars through grant programs through the state library. The state library also provides supplemental services (interlibrary loan, film collection, for example) and consulting services to local libraries.

Maryland - The State Code says that local libraries are the joint responsibilities of state and local government. This year, the state will provide $37 million to support local public libraries. The county governments will provide an estimated $40 million to $45 million and much of this will actually be from their share of the state income tax. Public libraries come under the control of the State Board of Education which sets the policies, rules and regulations under which the county board of trustees operates the library. We have no municipal libraries in Maryland and there is nothing in the code to permit them. All government services - police, schools, fire, libraries, garbage are provided by county government with help and guidance from the state.

Kansas - State Library administers state and federal funding supports for public libraries (city, county, township) and library systems. Coordinates and pays for statewide library services such as the interlibrary loans network communications and the statewide union catalog. Legal oversight of library system programs and budgets. Provides continuing education programs for librarians and consulting services to individual libraries.

California - The relationship is loose. County libraries are under "general supervision" of the State Librarian, but this is not spelled out. Their directors must hold a county librarian's certificate, which we issue. There is no such tie with municipal or district libraries. All public libraries must report to the state library. We administer several state-funded programs whose regulations libraries must follow to participate and receive funds.

New Mexico - Little statutory authority (exceptions being administration of state-aid and the certification statutes);l mostly a loose relationship providing reference, interlibrary loan, continuing education, and consulting services.

Minnesota - Local libraries receive advice and consultant assistance from the state library agency, submit annual reports, borrow materials from our library collections, share films and videocassettes through the Minnesota Library Media Circuit with is part of this office, participating in workshops and other continuing education opportunities, apply for LSCA Title II Public Library Construction Grants, etc. Because we have library systems, "local library" can mean a consolidated regional public library or a 2 member library of a federated library system.

North Dakota - Direct consultation, LSCA grants, ILL/Reference via IN WATTS to entire state, directing borrowing to all citizens, state library collection of adult/juvenile fiction/nonfiction, large print books, and federal and state documents.

Utah - Public libraries in Utah are entities of local government. Utah statutes provide for the establishment of city and county libraries under the direction of local boards of trustees. The State Library is authorized by statute to improve and develop library services throughout the state. We have no line authority over local public libraries, but do provide them with centralized support services, consulting assistance, and access to both state and federal grant funds.

Nebraska - The State Library agency provides state aid grants to public libraries, administers an accreditation program for public libraries, and a certification program for public librarians. Local libraries, in most respects, are autonomous entities. (see page 7 of the Nebraska Strategic Plan).

Oregon - Local libraries in Oregon are administratively independent of the State Library and are governed and funded by the local government unit which established the library. The State Library serves as a back-up to the local libraries in providing reference services and interlibrary loan services. The State Library also assists libraries with library development through consulting services, grants administration, continuing education, and statewide planning.

Montana - The Montana State Library Commission has statutory authority to provide assistance to all tax supported libraries. The State Library administers those state funds that are distributed to local libraries. Local public libraries are administered by local library boards of trustees.

Tennessee - Services and resources are made available to local public libraries through the regional library center in their area. The regional centers are funded by the Tennessee State Library and Archives with both state and federal funds. The Planning and Development Section of the State Library is responsible for developing and coordinating public library services and administering rules, policies, and regulations for the Regional Library System, federal and state grant programs, public library construction and cooperative projects.

Mississippi - Local libraries in Mississippi are associated with public library systems. Public library systems may be a county library system, multi-county library system or a contract service between one or more public library systems. Each public library system has one headquarters library, one director and one administrative library board of trustees. The state agency serves the local libraries through the headquarters library.

West Virginia - State Library distributes state money and federal money.

Virginia - State aid is allocated by formula annually to public libraries meeting requirements for such aid. Federal grants are allocated on a competitive basis to public libraries that meet state aid requirements. Public Library Development Division offers the following: consulting services, continuing education programs, statewide films and video services, statewide Summer Reading Programs, variety of publications, and interlibrary loans.

Missouri - Recipients of LSCA grants administered by the Missouri State Library.

New Hampshire - Public libraries are autonomous, that is, each library has a locally elected/appointed or self-perpetuating board of trustees (at least one elected trustee is required by state statute if the library receives local tax revenues income). If the municipality functions under a charter, governance varies from major/alderman to town manager; if not, the board of trustees is the governing body. There are no county libraries. Groups of libraries may form into cooperatives on their own, there are 11 such coops in the state. Essentially, New Hampshire is a single-state system, with the State Library as its center. Public library membership in the state system is voluntary; it also includes membership in the statewide information system. The automated system is state and federally funded, and is offered as a service to all libraries in the state - public, school, academic and special. Its primary function is ILL, with the State Library also supporting a van delivery system throughout the state to provide more rapid transportation of materials. Public library standards were developed by the State Library and representatives from the public libraries, and are administered through the Bureau of Development Services of the State Library. Both the automated system (NHAIS) and the standards are authorized by statute.

4. Would you please discuss the types of cooperative, contractual, and/or inter-local agreements among libraries in your state? Please make any general assessment of the effectiveness of these agreements.

Maine - No response

Wyoming - The only contractual agreement is housing and statewide services of a genealogical collection owned in part by the State Library but housed and serviced by a county library. An annual contract pays the library for part of expenses incurred to serve libraries throughout the state. The development of the shared statewide database is a verbal agreement between the State Library and user libraries that standards jointly developed are followed for data entry, quality of input and adherence to restrictions.

New York - The public library systems discussed in question 3 offer their services through contract with their local member libraries. Each of the systems has a central library with a minimum collection of 200,000 adult nonfiction volumes available for interloan. Most systems provide their member libraries with a ComCat or CD Rom player which carries the holdings of the central library, the system pool collection, and the holdings of all member libraries. There is more hierarchal than peer interconnection except for interlibrary loan.

The programs of the systems and member libraries are evaluated through annual reports and the monitoring of special Federal and State aided projects such as the coordinated outreach program which has as one target group the geographically isolated. A recent study of minimum standards for public libraries has drawn attention to such proposals as increased hours of opening of small public libraries, staffing by a trained (certified) library director, and greater involvement of library trustees in the planning process and the procurement of better budgets. Many small libraries have already achieved these goals even before implementation of new standards.

Ohio - 90% of public libraries are members of regionally developed cooperatives. The nine regional cooperatives provide programs and services to member libraries at an efficient and cost effective level. Various cooperative arrangements exist among libraries throughout the state either for single purposes (e.g. shared automated catalog system) or for a variety of service and program functions. Since state law (ORC 3375.403 - see code) permits libraries to contract with one another as well as a variety of agencies, this is the means for cooperation.

Since these agreements are formalized through legally binding contracts, they are effective. In the initial stages, all parties clarify their needs and objectives for the contract requirements. Everyone then knows what can be expected of everyone else.

Washington - Many municipalities contract with or annex to library districts. Many libraries enter interlocal agreements for services and many have formal cooperative agreements.

In general, the agreements are effective. All agreements which I have seen include a method of terminating the agreement.

South Dakota - There are four basic kinds of agreements (written) in place: 1) Some schools and public libraries have agreed to photocopy magazine requests for each other. This is usually an informal agreement with no money changing hands. 2) Some counties (and one district) have contracts with the major library in their county to provide library service to the whole county (or school district). 3) Some school libraries and public libraries have formally combined and jointly serve as the community library board. 4) Libraries in the state's largest city have agreed to reciprocal borrowing and have a daily courier service.

All of the above are working with varying degrees of success. In some cases the joint school/public community library is much better, but combining two weak libraries with inadequate funding still equals a weak library with inadequate funding. Location in the community and the building and commitment to the project by all governing bodies are also critical factors. The photocopy agreements seem to be working well. The county contracts result in library access but are usually underfunded.

Indiana - Most public libraries participate in a statewide reciprocal borrowing program which allows residents of any library to borrow books and other library materials directly from any library. This program is administered by the State Library and some LSCA funding is provided to reimburse libraries for expenses. We also have organizations called area libraries services authorities which are membership based and operated on a regional level. These cooperative include all types of libraries and offer basic services of reference referral, interlibrary loan, consulting, and continuing education to their members. Individual areas may also offer other types of services based on membership demand and funding availability. We also have a statewide cooperative for automation-based services which acts as a broker for OCLC and on-line services, among other responsibilities. Indiana law allows for contractual agreements between individual libraries. This provision has occasionally been used, such as in the ease of libraries jointly funding an automation system.

In general, the State Library feels that these cooperative efforts have improved library services in Indiana.

Florida - Because Florida is a strong home rule state, interlocal agreements are very important for political subdivisions to qualify for State Aid to Libraries. Section 257.17, Florida Statutes, provides definitions for eligible political subdivisions and are as follows: "a. A county that establishes or maintains a library or that gives or receives free library service by contract with a municipality or nonprofit library corporation or association within such county; b. A county that joins with one or more counties to establish or maintain a library contracts with another county, a special district, a special tax district, or one or more municipalities in another county to receive free library service, c. A special district or special tax district that establishes or maintains a library and provides free library service; or d. A municipality with a population of 200,000 or more that establishes or maintains a library and gives free library service."

In addition public libraries are members of several developing regional library cooperatives which are organized as non-profit corporations. Most notable are the Southeastern Florida Library Information Network (SEFLIN) and the Tampa Bay Library Consortium (TBLC).

We believe that interlocal agreements and other cooperative agreements are an effective way of providing library service to Floridians where fifty-one percent of the population lives in unincorporated areas.

South Carolina - We have four regional libraries in the state created by contracts among the member counties. By law, libraries can enter into multitype library agreements or agreements with libraries in other states. In actuality this has not happened. Many of our cooperative arrangements are carried out under traditional agreements or through plans developed by the State Library.

We have not found the regional library systems to be as successful as anticipated. Although they have been beneficial in holding down costs through shared administrative services, book collections, and extension services, funding can create problems. Although the counties contract t to provide equal levels of support, that has not always worked out in practice. There have been occasions when the county providing the lowest level of support set the level for the region. It is a situation with which we continue to struggle.

Oklahoma - This state has two areas with incorporated multitype library cooperatives. Each centers in a metropolitan area and includes more than a single county. Each is supported largely by LSCA Title III, supplemented by some member support. A supplemental funding request is now before the legislature. To my knowledge, no other formal cooperative exists, although many libraries cooperate informally. The two cooperatives area especially effective in providing supplemental continuing education opportunities and in promoting resource sharing through knowledge of resources and delivery systems.

Maryland - Several decades ago all twenty-four county library boards adopted reciprocal borrowing with all other Maryland public libraries. Any Maryland resident may use any public library in the State under the same conditions as a resident of that county. We do not have a statewide library card but a Maryland resident may register in all twenty-four public library systems at no charge. Any fines are retained by the library to which overdue materials are returned even if the materials belong to another county and the borrower is from still a different county.

The statewide delivery system carried over 4 million library books to the library from which they were borrowed last year. Millions more must have been returned directly by the patrons themselves. Baltimore County, calculates that 12% of its 10 million circulation was to residents outside the county but Baltimore County residents probably borrowed equal numbers of items elsewhere. It is a success that is so popular no one in Maryland could imagine living without these agreements. It all balances out and the patrons win.

Kansas - State law defines the regional library system of cooperating libraries. Other cooperative programs are achieved, for the most part, without formal contracts or inter-local agreements.

The cooperative program continues to operate with reasonable effectiveness on the basis of the legislation and informal agreements. Ongoing management and negotiation is necessary to maintain all programs. This condition would exist even if formal agreements on contracts were maintained.

California - There are many and varied agreements, for sharing films, databases, reference referral, contracts for service. Most important and widespread are the cooperative library systems organized with state funding support. Fifteen systems cover the state, and all but a few libraries participate: for the most part public libraries, but also some academic and institutional. System run communications and delivery networks, reference referral centers, training, public relations, consulting, and other services. They are supported by a combination of local member fees, state allocations, and federal project awards in some cases.

The systems are needed and appreciated by the libraries, as shown by willingness to support them with membership fees and holdout libraries regularly join up. They are not perfect, and much more could be done, of course. A major new program for library networking statewide is currently under development.

New Mexico - There are few examples of these in New Mexico. What exists are groups of libraries which informally "group" to apply for grant funds. One exception is the libraries located in small communities of Rio Rancho, Corrales, and Bernalillo which have legally formed a cooperative unit in order to undertake some combined programming. They have just begun their first project.

The only group to "report" on would be the one mentioned in question 4, above. Since their project is just getting underway, I cannot speak to the final outcome.

Minnesota - We have 12 regional public library systems serving the entire state. Six are consolidated systems and six are federated. All are organized under r state enabling legislation with contracts among the participating government units. We also have 7 multitype regional systems based on state enabling legislation and an organizational agreements adopted by each participant. State appropriations of about $6 million per year are granted to the public library system. State funds of $250,000 per year are granted to the multitype systems.

Public library systems in Minnesota go back to 1958, with the more recent one organized in 1977. The prevailing view is that that are very effective. Multitype systems, organized in 1979 and 1980, have also been very effective but have never been adequately funded.

North Dakota - Joint boards between cities/counties and county/county. School boards contract with public libraries. Joint school/public libraries.

Success depends on local organizations: finance, personalities, etc.

Utah - Informal cooperative activities are common in this state; however, formal contractual or interlocal agreements are rare. The community of Highland, Utah (population approx. 2,500) contracts with the American Fork Public Library to provide full library service for Highland residents without the imposition of a non-resident borrowers card fee. The Provo Public Library and Provo School District share a common automated cataloging and circulation system and a similar arrangement exists between the Dixie College Library and the Washington County Library. It is not possible to make a general assessment of their effectiveness.

Nebraska - State statues allow for contracting among public agencies for services. This is a common means for a library to extend it services beyond it primary service area.

In general, these arrangements work well. The state library agency encourages this type of arrangement as opposed to starting new libraries, or even in place of too small existing libraries.

Oregon - Oregon Library Systems are of two types: 1) Cooperative library systems - two or more autonomous libraries which have entered into formal agreements to cooperate in the provision of library services to a region. In Oregon, all federated library systems serve a single county, except for the Chemeketa Cooperative Regional Library Service, which serves most of a three county area, and a tiny portion of a fourth county. 2) Consolidated county library systems - one or more libraries, providing services to a county or multi-county area, and administered by a single governing agency. In Oregon, all consolidated library systems serve single counties.

Any cooperative library systems in Oregon were established and funded at the local level rather than being implemented from the top down by the state. The cooperatives are mainly funded by property taxes and there is typically a local government unit which establishes and administers the cooperative (usually a county but in one case, a community college). These cooperative typically have intergovernmental agreements which provide for reciprocal borrowing between the libraries, resource sharing (usually assisted through an automated library system and a courier system) and such other services as may be needed by each cooperative (rural outreach through books-by-mail, branch libraries, or bookmobile service, institutional and homebound outreach services, reference back-up services, etc.). These services may be provided by a cooperative library system office and staff or may be provided by one of the larger libraries in the cooperative under a contractual agreement. Some portion of the property taxes for the cooperative are contracted back to each local government operating a library in the cooperative either in the form of equalization payments and/or reimbursements for serving non-city residents.

The most effective cooperative library systems in Oregon are adequately funded, have a citizen board which reports to the local government unit, have a librarian's group which meets to make recommendations on issues to the citizen board, and have written agreements, planning documents, etc. Several of Oregon's cooperative library systems are funded by serial levies. A serial levy assesses the voter approved tax rate for a designated period of time, typically two to three years. While the systems funded by levies may be adequately funded, they do not have long term stability, and this is seen as a serious problem. One county library service which provided rural bookmobile service and other cooperative services closed in 1988 because a serial levy was not re-approved by the voters. I have enclosed a 1987 report on cooperative library agreements. Lane County Library Services is not operational at this time.

The formal cooperative library systems are generally effective in strengthening the services provided to citizens, particularly the services provided by the small libraries in the cooperative. Oregon's interlibrary loan statistics are soaring, in large part due to the automated systems installed by cooperatives which facilitate resource sharing. However, the cooperatives generally have little effect on increasing local support for the small libraries and often, do not even require that local support be maintained at any level in order to be eligible for system services. There are a number of small libraries with decreasing local support which are full members of cooperative library systems. In fact, the funds form the cooperatives contracted back to the local governments operating small libraries are often used to replace the local funding once provided. One cooperative was developed in such a way that all the libraries in the cooperative receive their operating funds from the cooperative's tax levy. The funds are contracted back to the cities which operate the libraries. The cities are responsible for building and maintaining the library facilities.

Cooperative library systems can contribute toward a confusing array of government units providing library services. Consolidated county library systems in Oregon generally provide the same services which the cooperative library systems provide but are governed by one administrative unit. The consolidated county library systems may or may not have intergovernmental agreements with the local communities where branch facilities are located. In some cases it is typical that the local community provides that library facility and maintains its upkeep and the county system provides the staff, materials, and other operating expenses. In other consolidated systems the county library is funded to provide the entire branch service, including buildings and upkeep of of the buildings. (See letter from Ginnane).

Montana - Montana has two community colleges that contract with the local public library to provide library service for the college. We have libraries operating under interlocal agreements between the city and county. There is one interlocal agreement between a school district and county to provide public library service through the school. For the most part, the inter-local agreements appear to work well.

Tennessee - The Tennessee Area Resource Centers (ARCs), located in each of the four single-county library regions, are responsible for providing interlibrary loan and reference services to Tennessee residents through their local libraries. Each of the ARCs is responsible for serving libraries within three of Tennessee's twelve multi-county library regions.

Caney Fork Regional Library System (eight counties) provides region-wide library borrowing privileges for its residents. Shiloh Regional Library System (seven counties) will soon begin a pilot project for region-wide borrowing privileges.

A state-wide borrower's card is being studied by a committee appointed by the State Librarian and Archivist in fulfillment of long-range program goals to make library services and materials available to all Tennessee citizens: Long-Range Program for Library Services and Development (Goal 2.4): "A study will be initiated to determine the feasibility of formal cooperative 'on-site' borrowing privileges among cooperating Tennessee libraries to include a Tennessee Borrower's Card."

Mississippi - Please refer to Section 39-3-8 Joint city-county public library systems, Section 39-3-9 Regional public library systems, Section 39-3-11 Participation in county library, county regional library library system or city-county library system by existing libraries, and Section 39-3-13 Contract Service.

Mississippi has 82 counties that have formed 45 public library systems. Of these, 28 are single county systems, 14 are multi-county or regional systems and 3 are contract services. Mississippi libraries began formalizing relations on the county and regional basis in the mid 1950's. The last system, single county, was formed in 1989. Only 2 regional public library systems have had counties withdraw, and one system dissolved completely and reformed as 2 single county systems and one regional system. Effectiveness of agreements depends upon local conditions, such as terms of the contract, local funding and the benefits of the types of services provided in the agreement.

West Virginia - Libraries with no professional librarian are "affiliated" with a strong regional or service center library. For certain services, the regional or service center retains up to 20% of state money (See rules and regulations attached). Most, but not all, have written agreements as to services rendered and percentage kept.

Virginia - There are 25 regional libraries legally organized under the Code of Virginia. See pages 57-58 in Planning for Library Excellence attached. There are also several cooperative arrangements from Title III LSCA grant.

Presently there are three major statewide programs to encourage resource sharing among all types of libraries. The Virginia State Library and Archives sponsors a union bibliographic catalog, call CAVALIR, which is issued in microfiche and CD-ROM formats, and there is an on-line union list of serials. In conjunction with these programs, and to promote inter-library loan, the State Library has just established a group access project, which allows non-member libraries to access the OCLC Inter-Library Loan sub-system.

There are several examples of regional groups which share a common automated library system. Most libraries have reciprocal borrowing agreements with their neighbors and a study for the possibility of a statewide library card is underway.

Regional libraries, with small exceptions, have been very successful as you can tell by their number. The state aid formula favors, slightly, regionalization. Title III grants have encouraged such activities as union lists of serials.

Missouri - Regional libraries - cooperative agreements by two or more counties to achieve certain benefits by means of contract. Several exist but this type of library district is not recognized under state law (as a separate entity).

Seems to be successful.

New Hampshire - Cooperatives exist among the public libraries and, in some areas, among public and school libraries. All are voluntary, without binding agreements. They also exist in geographic sub-areas of the automated information systems (NHAIS), which has presently four local nodes or systems tied together by telecommunications and microwave. Each of these local nodes is inter-type, and is contractual by design. Most inter-local cooperatives are between school and public libraries, and are few in number. Their existence depends on the librarians involved.

As local autonomy is of such philosophical importance, binding contracts would be impossible. "Gentlemen's Agreements" work very well, and are supported by librarians and trustees. Agreements in the NHAIS nodes are rudimentary, and make more of an emphasis on the ILL aspect of the system than monetary.

5. In your state, what types of library services are provided to rural areas?

Maine - Other than helping the small libraries in rural areas and providing the direct free access, an important state library service is a books-by-mail service for the approximately 20% of the population which live in areas without library service. Postage is paid both ways.

Wyoming - Some county libraries support rural citizens with branch libraries in selected small communities. In most counties, the support is centered at the headquarters with little specific services geared to rural citizens. Only one county library has an 800 In-Wats line so branch libraries and citizens can call direct to the headquarters for information.

New York - Through system connections all residents of the State receive similar library services. In smaller communities this is achieved through interlibrary loan. There is no second class service because a person resides in a rural area. The major difference is through browsing open stacks in a metropolitan library versus borrowing a ComCat or CD Rom catalog in a rural area which cannot provide all on site resources.

Ohio - In Ohio rural public libraries are eligible for any services which are provided to any public library. State library services are available to all public libraries. Funding sources are the same for all public libraries. Differences in service levels are dictated locally by the individual library's Board of Trustees which determines objectives and sets policies.

Washington - A variety of services are provided and each city library or library district determines which services it provides. In the state, the following types are provided by at least one library: bookmobiles, books by mail, on site services, outreach, mail from reserves placed on these, direct mail of reserves.

South Dakota - The State Library maintains a circulating collection of about 120,000 volumes. These can be checked out to anyone. Books by mail catalogs are mailed to 10,000 boxholders in seven counties (primarily residents living on Indian reservations). The State Library also provides bulk loans of large print books to public libraries and nursing homes and maintains a large film and video collection which is available to the whole state. Finally, the State Library providing consulting services and continuing education for school and public libraries.

Indiana - Most rural areas have the same type of library service as any other area, with services based in a main library. Some libraries that serve a larger rural area also have bookmobiles and/or branch libraries. Most libraries offer the broad range of library services with reference, children's materials, adult fiction and nonfiction, and some video.

Florida - County libraries provide a variety of services to rural areas including bookmobiles, books by mail, and deposit collections.

South Carolina - Because all of our libraries are county systems and because the State Aid Agreement requires that service be extended to all areas of the county, each system must develop a plan including headquarters, branch libraries, and bookmobiles which will ensure county-wide service. Most areas have good access to circulation and reference services. There is a difference in the level of programming between headquarters, branches, and bookmobiles. The State Library through special programs such as the Children's Services Program attempts to assist libraries in equalizing the services available.

Oklahoma - Local libraries in rural areas provide services similar to metropolitan libraries, to the best of their ability. Those located in multi-county systems are more likely to have a professional librarian on the staff. All can have equal access to interlibrary loan to supplement local resources. Programming varies, but has increased in rural areas in recent years, especially programming for adults. Extra services, such as CD music discs or video cassettes are more available in metropolitan areas, while the rural areas are still more likely to use the centralized 16mm film collection. Most counties in the state include rural residents who do not pay for, nor receive any public library service.

Maryland - Maryland is predominantly a suburban state and 80% of the population lives within ten miles of I-95. The libraries serving the more rural areas offer essentially the same services as do the suburban counties. One of the most successful libraries is Caroline County Public Library which serves the most rural population in the State. Caroline has the fourth highest per capita support ($23.37 last year) and provides an extensive video cassette collection, a LAN network with eight CO data bases online and ten terminals, data base searching on Dialogue and BRS, a regular newsletter to all county residents, and a collection of 70,000 volumes for its 24,000 rural residents.

Kansas - Free rural resident access to virtually all public libraries. Mail-a-Book is some systems. Dial-a-Book on Information in all systems. Interlibrary loan through local libraries. Fundamental principal is that rural residents have free access. Ten counties of 105 do not participate.

California - California has a strong county library system serving rural and unincorporated areas in almost every county from a central city/county seat, from rural branches or stations, bookmobiles, and books-by-mail in some areas. Services are locally maintained, none provided by the State Library.

New Mexico - Rural residents normally use those libraries which are closest to them -- either free or by paying a fee. Those who use bookmobile and books-by-mail services are pretty much limited to the books available either in the catalog or on the bookmobile although interlibrary loan and limited reference services are also provided.

Minnesota - Operation of branch and member libraries: reference, circulation, AV, etc. Regionwide and statewide reciprocal borrowing. Bookmobile service in some regions. Books-by-mail in some regions.

North Dakota - State Library: In Watts ILL/Reference. Local Library: Bookmobiles, Books-by-Mail, Easy link ILL/electronic mail, dial access to ODIN automated catalog of most major academic and public libraries.

Utah - The State Library provides support services (ordering, cataloging, and processing; summer reading program materials; a book examination service; reference assistance and interlibrary loan; circulation of audio visual materials) and development services (state and federal grants; administration of state standards for public library service; consulting; and continuing education-including an annual week long training institute.

Nebraska - Library services are provided through existing libraries and vary accordingly. Six regional library systems provide training, consulting, and support services for libraries within their region.

Oregon - The following methods are used to deliver rural library services in Oregon: bookmobiles, books-by-mail, branch libraries, and autonomous public libraries. Services provided vary with each delivery method. Circulation of materials is the major focus of all four delivery methods. The branch libraries and autonomous libraries typically provide some level of reference service, interlibrary loan service, and children's services (story hours and/or summer reading programs.) Oregon doesn't have any data comparing the cost-effectiveness of the delivery methods. The statistics previously sent give some idea of the service levels provided by the autonomous public libraries.

Montana - We have many county libraries in the state where there is one library or a library with branches to serve the entire county. There are three bookmobiles that deliver service to three specific areas of the state. Through a demonstration project, we funded 5 schools to provide public library service in their area (no public library existed). Two of those are now branches of the county library. In reality, we consider all of Montana to be a rural state because of our vast geographic size and small population. In Montana we have a public library federation structure. The state is divided into 6 federations. Funding for the federations is from an earmarked portion of the Coal Severance Tax and the last Legislature approved and the the Governor signed legislation for additional support of $1000 for each public library in each federation. The purpose of the federation is to improve the delivery of library service to the state's residents.

Tennessee - Bookmobile stops, deposit stations, regional centers resources and materials, interlibrary loan privileges through ARCs, and opportunities to develop outreach programs and services through LSCA Direct Service Grants.

Mississippi - Mississippi has 45 public library systems with 243 branches. Even though some of these systems have highly populated, urban areas, all public library systems serve rural areas. In fact, most of the state can be considered rural. Rural areas in the state are provided with the same services from the Mississippi Library Commission as any other area; however, individual libraries receive services through the headquarters of the public library system. Such services include general consultant services, specialized consultant services (children, institutions, literacy, adult, construction), reference service, interlibrary loan and service to the blind and physically handicapped. Service to rural areas within individual public library systems will vary from system to system. Some library systems offer books-by-mail programs to residents in areas that do not have easy access to a public library. Several library systems give bookmobile service.

West Virginia - All types, including automation, IU, Books-by-Mail, bookmobile, programs for the elderly and literacy.

Virginia - There are no special services offered to rural libraries. They receive all of the services from the State Library outlined in question number 3.

Missouri - From the state: microcomputers, CD-Rom players to local libraries, statewide data base of holdings on CD-Rom plus electronic mail communication service linking all libraries in the state, Grants (LSCA) and special consultants.

New Hampshire - If one uses the under 25,000 population figure as defining rural, there are only six libraries in the state that are not "rural". There are 232 public libraries, with only one community over 2,500 population not having a library. There are areas in the sparsely settled, mountainous northern region with no libraries, or very poor libraries. This northern area is served from an office of the State Library's Bureau of Development Services. There are consultants who work with librarians and trustees and a small bookmobile serving the public located in this office. The office also has direct access to NHAIS via a toll free telephone and microwave for these libraries.

6. What efforts are being made at the local and/or state level to link library services with economic development?

Maine - no response

Wyoming - The State Library is aware of the necessary linkage for a good infrastructure. Workshops on economic development, networking, lineages may be offered during this year. Questions from local libraries to the State Library on this or other topics are forwarded to agencies when appropriate.

New York - All systems provide Job Information Centers and/or Education Information Centers at central libraries and other auxiliary libraries. Most rural libraries try to purchase as many materials as possible in the fields of agriculture, forestry, animal husbandry, and other subject material pertinent to the region. Beyond this, interlibrary loan is used.

Ohio - Until now, efforts to link have been at the local level and sporadic at best, based on local needs to interact. However, during the fall of 1990, a statewide conference will be held combining community and economic development and library and information services. The intent is to provide a means for these two community elements to share thoughts and concerns as a way of determining how one impacts on the other and what steps need to be taken to aid in increasing the effectiveness of both.

Washington - Continuation of property tax revenue; education and job information centers.

South Dakota - The State Library staff does research and reference requests for the staff of the Governor's Office of Economic Development. We will have a display featuring library materials and services at the next Governor's Conference on Economic Development scheduled for February 14, 1990 and we will be working with their staff to develop a workshop for librarians. This will explain potential linkages.

Indiana - In 1988 the Indiana State Library Advisory Council formed an ad hoc committee called Libraries and Business Development Committee to promote links between library service and economic development. Membership on the committee consists of librarians and government leaders who are providers of business services. The committee's work is on-going. To date, several projects have been accomplished or are in the process of being developed. They are: 1) A service was initiated in which one public library per county receives procurement information from state government. This information which lists items that companies can bid on is sent to libraries weekly. The State Procurement Division will tabulate the number of bids they receive from these local library lists. 2) A survey of Indiana business will be completed this year to investigate the informational needs of business people and to understand their usage and perceptions of libraries as providers of information. The questionnaire is currently being written by professional researchers who will conduct the study. 3) Packets of brochures from economic development organizations were sent to all public libraries in Indiana. 4) A series of workshops is being developed to bring together librarians, business people, and consultants from Indiana's Small Business Development Centers to provide continuing education for librarians in business services and to provide continuing education for librarians in business services and to promote a dialogue between business people and librarians. 5) The Indiana State Library has purchased the Business Disk, an interactive video disk that will help a business patron write a business plan, including decisions about personnel, financing, etc.

Florida - The State of Florida will be sending a nine person delegation to the Conference on the Role of Information on the Economy of the Southeast. The delegation includes: Director, Florida

Center for Economic Development; President of a venture-capital corporation; Vice President, typographics company; Two county commissioners; Deputy Administrator, Florida Information Resource Commission; State Librarian; State University Library Director; and Public Library Director.

The purpose of the conference, February 14-16. 1990, is to build linkages between library, business, and government to encourage economic development. It is expected that we will replicate the conference in Florida on a statewide basis.

South Carolina - This is an area which not a great deal of direct work has been done. The State Library cooperates with state government agencies such as the State Development Board to ensure that information needed by potential investors is available. Local libraries in the metropolitan areas have undertaken to provide services tailored to the needs of certain industries or to their employees. For example, in counties where there is considerable foreign investment, the libraries have begun to develop foreign language materials and even some programming in two instances. Through out statewide network, the State Library is able to provide the local library users with information such as military and commercial standards and specifications to assist in bidding on projects. Nevertheless, this is still a developing area of service.

Oklahoma - The state has offered economic development grants to local libraries for the past several years. Generally the recipients work with other agencies in the area, and often provide library support (bibliographies, microcomputer and appropriate software for public use, literacy tutoring, etc.). The metropolitan and multi-county libraries tend more toward support services and resources for the business community.

Maryland - The role of the library in economic development is the primary theme of the Governor's Conference in Libraries this year. We also plan a follow-up conference in 1992 to deal with this issue. At this conference, economists, business leaders, information specialists, and librarians will attempt to develop a framework for a State Policy on Information and a clear identification of the information needs of business for future economic development of the state and a plan for libraries to meet those needs.

Kansas - The interlibrary loan network supports the Economic Development Information Network.

California - no response.

New Mexico - Sporadic! There is some discussion of a statewide program tying libraries to economic development. The discussion has been in terms of establishing a State Library supported program -- the discussion being more in terms of the feasibility, need for, etc. rather than anything specific.

Minnesota - We have had a project for the past 5 years bringing together librarians and economic development for joint planning and encouraging use of library resources and library networks to being information to people engaged in business and economic development.

North Dakota - State Library member of Economic Roundtable (state government sponsored). White House Conference Planning Committee has interpreted the "Productivity" theme as "Economic Development".

Utah - The Utah library community recognizes generally that high quality library service can both support economic development and directly benefit from it. A group of Utah librarians and economic development officials attended a conference in Colorado last December that focused on the role of libraries in supporting economic development. The individuals attending that conference will be meeting later this spring to plan future demonstration projects with this focus.

Nebraska - Promotion, training, coalition building, electronic communication are among the means to involve libraries in economic development. This is taking place at local, regional, and state levels.

Oregon - There is interest in Oregon in linking libraries with local economic development efforts. The Economic Information Network established by the State Library focused attention on the ability of public libraries to respond to economic development questions. The network promoted the idea of answering economic development questions through the shared resources of many library collection and the expertise of persons all over the state. Libraries now have dial-up access to the State Library's Oregon Public Access Catalog, which is comprised of the State Library's catalog of holdings and other data bases with economic development uses.

Eastern Oregon State College implemented the Eastern Oregon Information Network with grants from a number of foundations and agencies, including an LSCA grant form the State Library. This project incorporated simultaneous remote data base searching in rural libraries with telefacsimile transmission of needed articles or other information. Now the libraries are linked through an electronic mail system which functions as a message center, contains serial holdings, and facilitates interlibrary loan requests. The use of these technologies to improve each library's ability to provide economic development information is a major objective of the Network.

Several libraries have received LSCA grants to either establish or improve services to business communities, usually on a regional basis. Two recent projects are the Linn-Benton Cooperative Economic Development Library Project, administered by Corvallis-Benton County Library, and the Rogue Valley Business Cooperative, administered by the Jackson County Library System.

Montana - Economic development is a hot topic in Montana as well. The State Library is making every effort to remind other state agencies of the availability of 83 public libraries in the state as outlets of information and windows to the community. Montana State Library and two of our public libraries are participants in the 4-state Kellogg-funded ICLIS Project (see attachment) which is concerned about economic development at the local level. The State Library is also working to make the local libraries aware of their role in economic development.

Tennessee - Long Range Program for Library Services and Development (Goal Five: Special Populations): "Tennessee will establish procedures to ensure that library resources will be available to persons who are presently deprived of access to those services believed to be necessary for an equal position in society regardless of mental or physical disability, geographical isolation, ethnic or cultural background, economic distress, level of education, or incarceration." Goal 5.7: "Tennessee residents living in isolated rural areas will have access to public library services." (Evaluation of bookmobile and other delivery services.) Goal 5.8: "By 1992/93, libraries in at least 60% of Tennessee counties will have identified the types and numbers of disadvantaged residents in their counties and will have worked with other community agencies and schools in designing and implementing programs to serve the library and information needs of those residents. (LSCA Direct Service Grants, allocation of local funds, recognition of successful programs.)

Mississippi - The Mississippi Statewide Library Development System Act of 1988 (attached) in effect made public library systems more accountable to state and local funding sources. Part of this act ties the receipt of state aid to eligible public library systems and sets forth a method to develop standards for public library services. The standards are not yet developed; however, they are in the planning stage. It is possible that the final standards will address public library service as it relates to the state's economic development plans.

West Virginia - Did not understand question

Virginia - There are no formal efforts.

Missouri - Provision of Microsoft small business consultant software in many public libraries. RAX.

New Hampshire - This depends entirely on the local library director at this point; no "directives" from the State level.

7. What new communication technologies (telecommunications, data bases, video programs, etc.) are utilized by your library in improving the delivery of rural library services?

Maine - MaineCat. General description: Instant local access to millions of volumes in Maine libraries. Listing, called MaineCat, distributed to libraries on high-capacity optical disk, searchable with inexpensive personal computer. Computer-readable records necessary to all future library automation created as local library matches its holdings against those already in MaineCat. Bibliofile, Western Library Network (WLN), Online Computer Library Center (OCLC) used for titles not in MaineCat. Uses: Combined cataloging allowing staff to locate materials prior to requesting them through interlibrary loan. Local catalog for use by the public. Specialized catalog of libraries in a given locality, or of a given type. Transfer computer records for new titles from MaineCat directly to local micro or minicomputer-based circulation system. Extract copies of a library's records from the large master MaineCat data base maintained by the vendor, as needed to load into a local circulation system. Produce catalog cards, labels and bibliographies locally. (See attached.)

Wyoming - The shared data base is available to the 23 county libraries either through dedicated telecommunications or via an In-Wats line. A new telecommunications network for all state government is currently under review and will provide dedicated telecommunications to all the 23 counties. The system also offers electronic mail to eliminate long distance calls within the state. A facsimile network is in place for may of the public and all academic libraries. This network will be completed in the spring of 1990. Data base search services are supported at academic libraries for rural citizens and teleconferencing is currently available at two county libraries and can be tied to the University or State government.

New York - The State Library is connected to all system headquarters and many individual libraries via electronic mail (ALANET) and the electronic connections for the statewide interlibrary loan program (NYSILL) which includes many of the State's online data bases. All of this technology is then available to the rural libraries.

Ohio - Telefacsimile equipment is now located in many libraries across the state and used for communication with the State Library and among one another. Several Library Services and Construction Act (LSCA) grants have been awarded to provide telefacsimile communication to public libraries, rural included, throughout the state.

Washington - Telefacsimile, electronic mail.

South Dakota - Dial access to the South Dakota Library Network (SDLN) is our latest, greatest accomplishment. We are also working on a transparent communications linkage with Minnesota PALS users (almost done), North Dakota PALS users (about one year away) and maybe, Manitoba PALS users (2-3 years away?).

Indiana - The State Library sponsored an LSCA grant in 1989 which placed CD/ROM equipment and data bases in selected sites around the state to improve reference services and demonstrate this technology. The grant also bought a few telefax machines to form the nucleus of a telefax document delivery system.

The State Library has also begun buying more training materials in video format that can be borrowed by local libraries.

The State Library has cooperated with the state universities in providing information to local public libraries on off-site college courses which can be offered at the local library. These courses sometimes use telecommunications as a delivery method.

In general, we have not emphasized the improvement of rural library services over any other type since the majority of Indiana's public libraries could be classified as rural.

Florida - The Florida Information Resource Network (FIRN) is a state of the art state-owned telecommunications network which already links all educational enterprises: universities, community colleges, and public schools. Public libraries will be added within a year. It is expected that FIRN will be the telecommunications network for the Florida Library Network. For the cost of a local telephone call, you can communicate anywhere in Florida through FIRN.

It is also expected that Florida's automated library data base which currently consists of 11,230,722 records will be available to all libraries in Florida within the next five years and all citizens, with dial-up access through FIRN.

South Carolina - The South Carolina State Library operates the South Carolina Library Network, a computer and telecommunications system which serves state government and public, academic, TEC, and special libraries. We are currently testing the possibility of extending service to school library media centers through several demonstration projects. The network enables the library to transmit interlibrary loan and reference requests by telecommunications after checking either the State Library catalog or the South Carolina Library Database which includes the holdings of all OCLC libraries in the state. Through the OCLC Group Access Capability, they can also utilize the OCLC interlibrary loan service to go out of state. The State Library has also begun developing a state union list of periodicals. At present it is distributed on microfiche, but within the year it should be mounted on the network. The GPO tapes will be added to the data base within the next three months.

Oklahoma - We have distributed information about the availability of library resources, including the state library, and other data bases through dial access. We have recently placed an additional 26 facsimile transmission machines in public libraries in conjunction with a listing of holdings for all participating libraries of serials indexed in the Readers Guide to Periodical Literature. Libraries receiving over $3,000 in state aid last year were required by law to have a microcomputer and modem. The state library of course has In-Wats lines which are used for reference and consulting. The interlibrary loan network is OCLC based, as is a statewide union list of serials. The state is currently being configured as a GAC (Group Access Configuration) on OCLC, enabling smaller libraries to participate as dial access users at a reduced rate, if they so choose. Future plans and talked about items include underwriting telecommunications between libraries, production of statewide or regional CD ROM data bases, and demonstration of linking local integrated library systems which is IBM based.

Maryland - All public libraries are connected by daily delivery via the State network. All public libraries have the statewide union catalog (4 million holdings from 100+ libraries) on compact disc or online through MILNET - the network telecommunication system. Almost all public libraries have telefax equipment and offer electronic data base searching for their clients. All public libraries provide video cassettes although they tend toward RAMBO PART X rather than educational stuff.

Kansas - CD ROM format state union catalog located in approximately 100 libraries. Microcomputer supported telecommunications to operate KICNET, the interlibrary loan network. KAN-FAX Network involving approximately 35 libraries.

California - FAX machines are proving effective in sharing resources, answering referred reference questions, and general communication. Many machines have been purchased locally for rural locations, and the State Library awarded $236,000 of LSCA Title III funds in 1989 for additional equipment in libraries statewide.

New Mexico - Libraries located in rural areas are linked by electronic bulletin boards (fairly widespread); facsimile transmission less so.

Minnesota - IBM XT microcomputers are used to format and transmit interlibrary loan requests. A growing number of libraries are acquiring and using FAX machines. All regions have developed machine readable data bases of library holdings. One region currently operates a region-wide library automation system. All regions have automation plans and are moving rapidly to automate.

North Dakota - Fax, electronic mail, In Wats, dial access to ODIN

Utah - The State Library is currently beginning a multi-year project to automate bookmobile circulation in rural areas of the state. An additional project worth noting is the attached IBM applications brief describing the Intermountain Community Learning and Information Services Project.

Nebraska - The State Library Agency operates a communications network for electronic mail, electronic bulletin board, special data bases, and interlibrary loan. Any library can access the network with a microcomputer and modem. The network also provides access to the state bibliographical data base of over 3 million records (see attached).

Oregon - New technologies are being introduced into Oregon's rural libraries. The Eastern Oregon Information Network described above is one example. Dial-up access to the State Library's Oregon Public Access Catalog has necessitated that libraries acquire the equipment and software to permit access. The State Library administered an LSCA grant which awarded computers, printers, modems, and software to 33 rural public libraries and 11 school library media centers. The intent of the Rural/Small Library Access Project was to assist these libraries in achieving dial-up access to OPAC as well as to encourage use of the computers for other library tasks. Automated library systems, implemented by either cooperative library systems or consolidated county library systems, has brought automated public access catalogs and circulation functions to a number of small libraries or branch libraries. At least one bookmobile in-state has the capability of accessing their library's automated library system from the bookmobile.

Montana - In telecommunications, we are using Big Sky Telegraph out of Western Montana College - 4 of the State Library's Programs are networking with librarians, teachers, local economic development groups and others. The State Library is doing the indexing for the State of Montana's EBB. We try to make programs delivered by satellite teleconferencing available on loan via video tape - primarily is staff development for librarians. The State Library offers libraries a back-up ready reference service through an 800 number. The State Library's Natural Resource Information System (NRIS) offers libraries access to a variety of natural resource data bases.

Tennessee - Fax equipment in place at all regional and metro library centers, the state library, and in many of the rural libraries. CD ROM statewide data base is presently being installed at all regional library centers with the goal in five years of providing all public libraries with a machine-readable catalog of the titles held in the public library system in Tennessee.

Mississippi - Forty of the state's forty-five public library systems participate in an electronic interlibrary loan system. The Library Commission is now in the planning stage to develop a state government data base which will include this agency's holdings. The state government data base will have dial-in access to public libraries as well as other types of libraries.

West Virginia - All libraries have been given VCRs and TVs to utilize statewide resources and deposit collections. Almost all libraries are in one statewide automation system (including stand-alone systems for rural libraries). We are currently putting FAX machines in 30 libraries.

Virginia - Two continuing education teleconferences have been conducted which offer rural librarians a chance to participate through the network of community college receiving sites.

Missouri - Statewide data base on CD-ROM. Statewide electronic mail system. Provision of microcomputer and CD-ROM Readers from State (no charge). Development of CD-ROM mastering technology at State Library for creation of Missouri Reference Tool (includes State Documents, etc.). Provision of FAX equipment in many public libraries from State Library.

New Hampshire - NHAIS utilizes telecommunications, and the State Police microwave system with codex switching equipment. With toll free telephones at the four local nodes, almost every library in the State has the potential capability of accessing the data base free of charge. We have provided grants for microcomputer/terminal installations in the smaller libraries vastly improving ILL and informational services to them. (The data base includes not only material holdings, but legislative status of bills, newspaper indices, serials holdings, legal library holdings, state agency directories, and others).

LIST OF RESPONDENTS

Maine - Richard Arnold, Library Development Services

Wyoming - Jerry Krois, Deputy State Librarian

New York - R. Edwin Berry

Ohio - Cynthia McLaughlin, Special Assistant to the State Librarian

Washington - Jan Walsh

South Dakota - Jane Kolbe

Indiana - Martha N. Roblee

Florida - Barratt Wilkins, State Librarian

South Carolina - Betty E. Callahan

Oklahoma - Beverly Jones

Maryland -Maurice Travillian - State Librarian

Kansas - Duane Johnson

California - Collin Clark, Information Manager

New Mexico - Paul A. Agriesti

Minnesota - Bill Asp

North Dakota - Mike Jaugstetter, Public Library Consultant

Utah - Amy Owen

Nebraska - Rod Wagner

Oregon - Mary Ginnane, Rural/Small Library Development Consultant

Montana - Sheila Cates

Tennessee - Jacci Herrick, Information Services Coordinator

Mississippi - Kathryn G. Merkle

West Virginia - Shirley A. Smith

Virginia - Janice M. Hathcock

Missouri - William P. Davis

APPENDIX D

NEBRASKA INFORMATION NETWORK

An Information Service of the Nebraska Library Commission

The *NEBRASKA INFORMATION NETWORK* connects Nebraskans to a broad range of resources through the use of modern information technology. Network services, consisting of the components below, are available to libraries throughout the state. Some services are open to other organizations and individuals.

NEBASE

NEBASE is Nebraska's regional network for OCLC Online Computer Library Center services, making the world's largest international database of library and bibliographic information available to the state's libraries for the purposes of reference, research, interlibrary lending, cataloging, and creating computer-readable records. **NEBASE** staff provide information, training, technical support, and administrative services to about seventy consortium members. NEBASE also offers assistance with general library automation issues.

NEON — Nebraska State Database

NEON, the Nebraska state database, includes more than three million records of library materials owned by seventy-seven academic, public, school, special, and research libraries in the state. These records are part of the OCLC international database and are electronically accessible both to full cataloging libraries and to others through the NEON user library program. **NEULIST, The Nebraska Union List of Serial Titles,** contains periodical titles and individual library holdings for more than eighty of the state's libraries. It is updated and distributed quarterly on microfiche. NEULIST is available free to libraries and at a nominal charge to others.

NELCMS — Nebraska Library Communications System

NELCMS provides statewide computerized access to a variety of services and specialized databases. One feature, ILL, provides an economical and user-friendly vehicle for the 100,000-plus interlibrary loan messages Nebraska libraries generate annually. Another feature, the **Nebraska Online Database Service,** brings a growing collection of important information sources to Nebraskans, including: Nebraska Revised Statutes, Legislative Bills, Attorney General's Opinions, the State Publications Checklist, the Education Information Center Directory, the Nebraska Film Service and the Library Commission collection catalogs. Additional features include an electronic mail network, and an electronic bulletin board which provides a calendar of events, public notices, and continuing education information. Users receive a custom microcomputer software package which provides quick and easy access to all NELCMS services. Additional features are available and others are planned. Participants currently number more than one hundred. **Participation is open to any interested library, organization, or individual.**

For further information, contact the NEBRASKA LIBRARY COMMISSION
1420 P St., Lincoln, NE 68508 (402) 471-2045 or, in Nebraska, 800-742-7691

NELCMS

THE NEBRASKA LIBRARY COMMUNICATIONS SYSTEM

The Nebraska Library Commission provides an interlibrary telecommunications system, NELCMS, which offers a variety of computer-based services available to Nebraska libraries. Among these services are the following:

INTERLIBRARY LOAN

STATS is an electronic mail system designed specifically to facilitate interlibrary loan communication among Nebraska libraries. A special formatted "fill-in-the-blank" system greatly speeds and simplifies the process of entering interlibrary loan requests. Messages are transmitted instantaneously to their destination.

ELECTRONIC MAIL

EZEDIT provides a quick and convenient means of sending messages to individual libraries or to all NELCMS participants simultaneously with a single command.

Also available is the FILM program, which makes it possible to transmit requests for films, videocassettes, and other AV items directly to the Nebraska Film Service.

NLCNEWS

This is an electronic "bulletin board" for Nebraska libraries. It includes bulletins posted by the Library Commission and by participating libraries in the following categories: Continuing Education, Public Notices & Announcements, Library Swap Shop, Legislative Updates, and Library Calendar of Events.

NEBRASKA ONLINE DATABASE SERVICE

This service provides online access to an ever-expanding collection of Nebraska-related electronic databases. These databases can be searched—using standard Boolean logic—to quickly retrieve pertinent citations, and in some full-text databases, actual documents. The available databases include the following: Nebraska State Publications Checklist, NebraskaFilm/AV Locator, Nebraska Statutes and Legislative Bills, Opinions of the Attorney General, Nebraska Vocational Education Curriculum Library, EIC Information & Referral Directory, and the Library Commission Collection Catalog.

PARTICIPATION REQUIREMENTS

Any Nebraska Library is eligible to participate in NELCMS. Those libraries that participate in resource-sharing programs receive free use of all services described above. Other Nebraska libraries, institutions, or individuals may participate by paying user fees.

EQUIPMENT REQUIREMENTS

In order to access NELCMS, an IBM-compatible microcomputer, Hayes-compatible 1200 or 2400 bps modem, and printer are required. The Library Commission provides specialized software designed to simplify use of the system.

For further information about NELCMS, please contact:

Vern Buis
Nebraska Library Commission
1420 P Street
Lincoln, NE 68508
Phone: 800-742-7691 or 402-471-2045

NEON

NEBRASKA ELECTRONIC ONLINE NETWORK

BECOME A NEON USER LIBRARY!
FIND NEBRASKA LOCATIONS THROUGH OCLC

NEON, the Nebraska state database, consists of more than three million records of Nebraska libraries' materials that have been cataloged on OCLC. Direct electronic access to these holdings is available to all Nebraska libraries, not just OCLC cataloging libraries. NEBASE staff at the Library Commission provide training, support, and customization of communications software for easy access and use of OCLC.

What does your library need?	Microcomputer Modem Communications software specified by NEBASE Printer	
What are the costs?	OCLC profiling, one-time charge	$ 40.00
	Annual OCLC dial access fee	50.00
	Annual NEBASE administrative fee	120.00
Additional charges based on usage:		
	Telecommunications, per minute (in some areas, $0.12 per min.)	$ 0.15 ea.
	Search OCLC	0.13 ea.
	Display NEON holdings	0.25 ea.
	Initiate OCLC ILL request	0.75 ea.

To help you estimate your costs:

1) First add up the profiling, OCLC access, and NEBASE fees.
2) Estimate the number of ILL requests you expect to handle during the year and figure about $0.60 per request if you do not use the OCLC Interlibrary Loan subsystem. Estimate is based on one minute of online time to search and find holdings. The request could then be made through NELCMS, for which some libraries pay an online charge.
3) If you choose to use the OCLC Interlibrary Loan subsystem, allow about $1.30 per request. Estimate is based on three minutes of online time to search, find holdings, and place the request on OCLC. For each request placed on the OCLC ILL subsystem, you receive four free searches and you may select up to five lending locations, including referral to the Library Commission for out-of-state requests..

Actual time online and the number of searches necessary to find the correct item will vary with the expertise of the user and the difficulty of the request.

These costs apply to fiscal year 1989/90. OCLC and NEBASE charges typically change slightly at the beginning of each fiscal year. There may be a charge for communications software, check with NEBASE. Your library can "subscribe" to NEON by opening a deposit account with NEBASE, or you can be billed monthly.

For further information, contact Jacque Mundell, Nebraska Library Commission, 402/471-2045 or 800/742-7691.

APPENDIX E

Improving Rural Library Services Project
Boise State University

January 26, 1990

1. What revenue sources are used in your state to fund rural library services? Please circle what revenue categories are used in your state.

Property Taxes   Resident Card Fees   Nonresident Card Fees

Miscellaneous Fees   Gifts, Donations   Other Sources: Modest State Aid

If available, would you please send us any materials you might have concerning library financing in your state?

2. In Idaho, we are particularly concerned about our heavy dependence upon the property tax, particularly in rural areas with large parcels of agricultural land. Would you please discuss any non-property tax revenue sources in your state that would address our problem?

3. What, if any, is the relationship of local libraries to the state library?

4. Would you please discuss the types of cooperative, contractual, and/or inter-local agreements among libraries in your state?

Is it possible to make any general assessment of the effectiveness of these agreements?

5. In your state, what types of library services are provided to rural areas?

6. What efforts are being made at the local and/or state level to link library services with economic development?

7. What new communication technologies (telecommunications, data bases, video programs, etc.) are utilized by your library in improving the delivery of rural library services?

NAME OF RESPONDENT: ______________________________

TELEPHONE NUMBER: ______________________________

PLEASE RETURN TO: Public Affairs Program
Boise State University
1910 University Drive
Boise, Idaho 83725

Please use the enclosed postage paid return envelope.

E3

APPENDIX F

Improving Rural Library Services Project
Boise State University
Public Affairs Program

January 31, 1990

1. What is the organizational structure of your library? (Use another sheet of paper if necessary.)

2. What sources of revenue does your library utilize? Please circle what revenue categories are used by your library.

Property Taxes
Resident Card Fees
Nonresident Card Fees
Miscellaneous Fees
Gifts, Donations
Other Sources

If available, would you please send us any materials you might have concerning your library's financing.

3. What is the role and mission of your library?

4. What types of occupations, such as mining, agriculture, education, government, small business, professions, etc., forms the primary economic base of your community?

4a. Which occupation(s) has the greatest impact on the demands for service at your library?

5. What areas does your library serve? (For example: communities, towns, cities, county, region, etc.?

6. How many people are served by your library?
Weekly __________ Monthly __________ Yearly __________

7. Does your library have a comprehensive plan for making library services available to everyone? Yes _____ No _____ If yes, please include a copy of your plan.
Comments:

8. Does your library have guidelines for serving outside the jurisdictional limits of your library district or department? Yes _____ No _____ If yes, please specify:

9. Does your library have contracts and/or agreements with other libraries?
Yes _____ No _____ If yes, please specify:

10. What fees are charged to persons who are not residents of your service area?

11. Does your library participate in resource sharing? Yes _____ No _____
_____ multi-type library systems _____ networking
_____ other, please specify:

12. Has your library implemented a marketing plan? Yes _____ No _____
_____ based on a community needs assessment
_____ based on an analysis of current and possible services
_____ based on a commitment to public relations

13. How often is your marketing plan updated? Monthly _____ Yearly _____
Other _____ Please specify:

14. Has your library taken the lead in organizing networks of locally operating information providers? Yes _____ No _____
_____ Chamber of Commerce _____ Cooperative Extension Service
_____ Farm Bureau _____ Other, please specify:

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15. What methods of service delivery are utilized by your library in providing services to rural areas?

15a. What new communication technologies (telecommunications, databases, video programs, etc.) are utilized by your library in improving the delivery of rural library services?

16. What methods of service delivery would your library like to have for proving services to rural areas?

17. Has your library set up a system of basic services to be provided without charge? (Example: photocopying, interlibrary loan, literature searches, etc.)
Yes _____ No _____

17a. Does your library have any specialized fee-based services? Yes _____ No _____ If yes, please specify:

18. Does your library continue to improve access to information through the use of new technologies? Yes _____ No _____ If yes, please specify:

19. Does your library maintain and improve upon services to special populations, such as older adults, young adult readers, children, non-readers, and disabled individuals?
Yes _____ No _____ If yes, please specify: